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# THIRTY-SECOND ANNUAL REPORT

OF THE

EXECUTIVE COMMITTEE

OF THE

Prison Association of New York,

WITH

ACCOMPANYING DOCUMENTS,

FOR THE YEAR 1876.

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TRANSMITTED TO THE LEGISLATURE MAY 15, 1877.

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JEROME B. PARMENTER, STATE PRINTER.

1877.

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STATE OF NEW YORK.

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No. 41.

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IN SENATE,

May 12, 1877.

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THIRTY-SECOND ANNUAL REPORT

OF THE

PRISON ASSOCIATION OF NEW YORK.

PRISON ASSOCIATION OF NEW YORK,  
58 BIBLE HOUSE, ASTOR PLACE,  
NEW YORK, May 12, 1877. }

To Hon. WILLIAM DORSHEIMER, *Lieutenant-Governor and President of the Senate:*

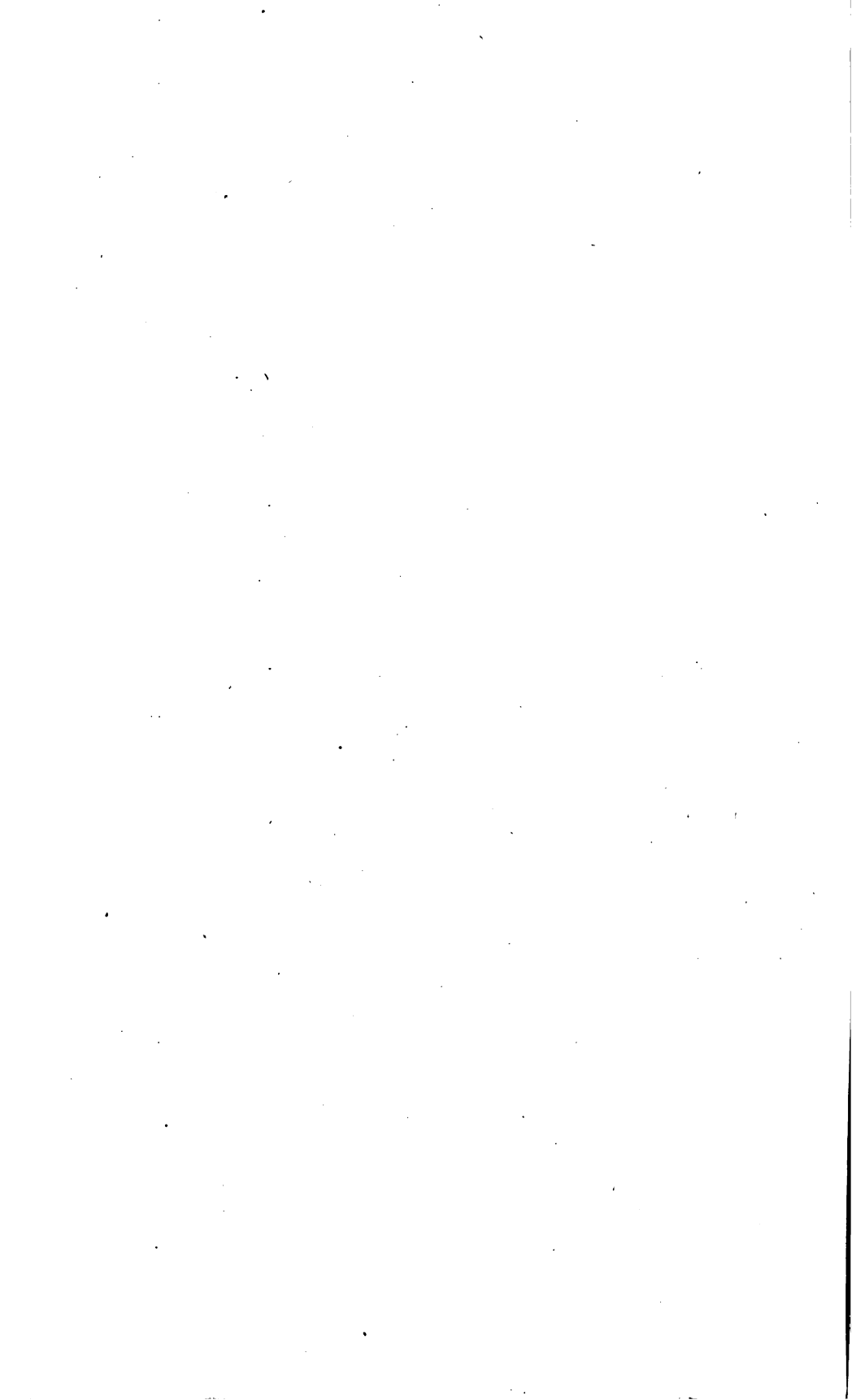
SIR.—In accordance with chapter 163 of the Laws of 1846, we have the honor to present herewith the Thirty-second Annual Report of the Prison Association of New York, and respectfully to request that you will lay the same before the Legislature.

Yours respectfully,

THEODORE W. DWIGHT,  
*President.*

SINCLAIR TOUSEY,  
*Chairman of Exec. Committee.*

ELISHA HARRIS,  
*Corresponding Secretary.*



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Queens county : residence, Manhasset — C. F. HOMANS, W. H. ONDERDONK ; residence, Hempstead — Rev. WM. H. MOORE, D. D., Dr. JOHN M. DAVIDSON ; residence, Westbury — OLIVER TITUS, HENRIETTA TITUS ; residence, Glen Cove — EDWIN A. HOPKINS ; residence, Astoria — Rev. WASHINGTON RODMAN, Miss E. H. RODMAN, Dr. J. D. TRASK ; residence, Long Island City — Dr. Z. D. DENLER.

- Rensselaer county : residence, Troy — AMASA R. MOORE, H. W. HOUGHTON, Dr. H. B. WHITON, Rev. N. B. REMICK, Rev. WM. IRVIN, SAMUEL FOSTER.
- Richmond county : residence, West Brighton — EDWARD B. MERRILL, Mrs. J. S. LOWELL ; residence, Richmond C. H. — EPHRAIM CLARK, Dr. I. L. MILSPAUGH, STEPHEN STEPHENS, Miss H. MOORE, Miss MUNDY.
- Rockland county : residence, Stony Point — Dr. WM. GOVAN ; residence, Haverstraw — ALONZO WHEELER ; residence, New City — CYRUS M. CRUM, SPENCER WOOD ; residence, Nyack — SETH COLE ; residence, Tomkins Cove — WALTER T. SEARING, Mrs. LAURA WOOD.
- Saratoga county : residence, Ballston Spa — T. M. MITCHELL, J. W. HORTON, Dr. MORGAN LEWIS ; residence, Saratoga Springs — SAM. E. BUSHNELL, Dr. L. E. WHITING, HIRAM A. WILSON, OSCAR F. STILES.
- Seneca county : residence, Waterloo — Hon. S. G. HADLEY, Rev. W. D. DOTY, Dr. O. S. WELLS, Rev. S. H. GRIDLEY ; residence, Ovid — Hon. GEORGE FRANKLIN, Dr. JOHN B. CHAPIN, Dr. A. BOLTER.
- Schoharie county : residence, Schoharie — Rev. JACOB HECK, THOMAS W. ZEH, Jr.
- Schenectady county : residence, Schenectady — Dr. B. A. MYNDERS, Hon. W. T. L. SANDERS, S. B. HOWE.
- Schuyler county : residence, Watkins — Dr. M. L. BENNETT, CHARLES T. ANDREWS, FREDERICK DAVIS ; residence, Burdett — Dr. NELSON NIVISON.
- St. Lawrence county : residence, Canton — GEO. ROBINSON, Rev. JAMES GARDNER, H. H. JUDD, Dr. J. C. PRESTON ; residence, Ogdensburgh — Dr. B. F. SHERMAN, Prof. R. G. PETTIBONE.
- Steuben county : residence, Bath — GUY McMASTER, Z. L. PARKER, Rev. O. K. HOWARD, Rev. JAMES M. PLATT, C. F. KINGSLEY ; residence, Hammondsport — Dr. COOK-HOOPER ; residence, Corning — Dr. H. C. MAY, Rev. Dr. NILES, F. A. WILLIAMS.
- Suffolk county ; residence, Riverhead — N. W. FOSTER, Dr. R. H. BENJAMIN, THOMAS COOK, G. O. WELLS.
- Sullivan county : residence, Monticello — H. A. HARLOW, CHARLES F. CANEDY ; residence, Grahamville — Dr. J. M. LA MOREE.
- Tioga county : residence, Owego — E. W. WARNER, Rev. J. A. OSTRANDER, A. A. BELL, V. N. RUSSELL, Hon. T. I. CHATFIELD, G. B. GOODRICH, A. COBURN, H. D. PINNEY, J. W. LAMOREAUX.
- Tompkins county : residence, Ithaca — Prof. WM. CHANNING RUSSELL, Hon. ALEX. H. SELKREG, Prof. JAMES LAW, Prof. WILLIAM D. WILSON, Rev. RUFUS STEBBINS, W. O. WYCKOFF, W. E. JOHNSON.
- Ulster county : residence, Kingston — Hon. JAMES G. LINDSLEY, Mrs. Mary W. REYNOLDS ; residence, New Paltz — Dr. C. W. DEYO ; residence, Whiteport — EDMUND DOREMUS.
- Warren county : residence, Lake George — Dr. CROMWELL, SAMUEL R. ARCHIBALD, ALBERT F. RANSOM.
- Washington county : residence, Salem — R. G. ATWOOD, JAMES BLASHFIELD, E. P. SPRAGUE, C. R. HAWLEY.
- Wayne county : residence, Lyons — Dr. H. D. VOSBURG, JOHN L. COLE, WM. VAN MASTER, CHARLES ENNIS ; residence, Palmyra — ISAAC BRONSON, L. LYONS, Mrs. PLINY SEXTON, CHARLES McLOUTH ; residence, Walworth — Hon. LUIGEN T. YOUMANS.
- Westchester county : residence, White Plains — Dr. H. E. SCHMID, M. PRUDHOMME, Rev. F. B. VAN KLEECK ; residence, Sing Sing — Dr. G. J. FISHER, Mrs. CATHERINE E. VAN CORTLANDT, L. G. BOSTWICK, S. G. HOWE, C. C. NORTH.
- Wyoming county : residence, Warsaw — Hon. AUGUSTUS FRANK, Hon. WM. E. MERRILL, C. P. BUXTON, Rev. J. E. NASSAU, Rev. J. V. STRYKER.
- Yates county : residence, Penn Yan — MYRON HAMLIN, Hon. D. A. OGDEN, EBEN JONES, JOSEPH F. CROSBY.

# ANNUAL REPORT OF THE TREASURER.

*The Prison Association of New York in account with William C. Gilman, Treasurer.*

1876.	<i>Cr.</i>	
January 8.	By balance of old account.....	\$1,432 29
1877.		
January 2.	By donations received to date, as per list.....	2,071 00
	By amount received from the Board of Apportionment through Hon. A. H. Green, comptroller .....	6,674 30
		<u>\$10,177 59</u>
1877.	<i>Dr.</i>	
January 2.	To cash paid for prison visitation and inspection and relief of discharged prisoners.....	\$4,503 83
	To cash paid for rent, fuel, printing, clerk hire and other incidental expenses.....	1,964 03
	To balance on hand to new account.....	3,709 73
		<u>\$10,177 59</u>
1877.	<i>Cr.</i>	
January 2.	By balance of old account .....	<u>\$3,709 73</u>

E. E.  
NEW YORK, *January 2, 1877.*

WM. C. GILMAN,  
*Treasurer.*

## DONATIONS, 1876.

Brown, Alexander H.....	\$100 00
Badger, Jacob .....	10 00
Gray, Horace .....	50 00
Gilman, Wm. C.....	100 00
Hamersley, J. W .....	10 00
Johnston, John Taylor .....	100 00
Marquand, A .....	1 00
Murray Fund .....	25 00
Phelps, George D.....	100 00
Stewart, Mrs. A. T., per Judge Hilton .....	1,000 00
Stamford Manufacturing Co .....	5 00
Schieffelin, H. M.....	25 00
Titus, James H.....	45 00
Wolfe, Miss C. L.....	<u>500 00</u>

# Prison Association of New York.

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## THIRTY-SECOND ANNUAL REPORT

OF THE

## EXECUTIVE COMMITTEE.

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The Executive Committee respectfully submits the report of this Association for the year 1876. The thirty-two years of labor and experience in the duties which its founders and the State assigned to the Prison Association, reached a significant result at the close of the year 1876, in which, by a popular vote of the citizens, the plea for a complete change in the State prison system was triumphantly confirmed. The centralization of the system under one responsible head, to be designated by the Governor of the State and confirmed by the Senate for a long term, for the present has practically removed the management of the prisons from the realm of partisan politics and abuses.

In the present annual report, a brief record of the duties performed by this Association during the year will be followed by a review of the condition of the penal and reformatory institutions in the State. The duties which are performed directly by the officers of the Association have, for several years, been supplemented in a successful and very acceptable manner by organized committees, which serve as auxiliaries in the several counties of the State. The list of these committees is given in this report. The genuine interest and good influence of these county auxiliaries are justly regarded as the basis of that kind of progress and practical completeness in the public efforts to improve the penal system of the State, and to repress and overcome the preventable sources of crime, which the people most need. The great and increasing number of criminals, the overcrowded state of prisons, the increase and reckless depredations of habitual and professional criminals, and the presence of great numbers of young and nomadic offenders who are mildly termed tramps and vagabonds, as well as the overflowing houses of refuge and other institutions for juvenile delinquents, naturally tend to awaken deep concern regarding the causes of disorderly and criminal life by which the ranks of the dangerous classes are kept up. This increasing

concern for preventable causes of crime and for the saving care of children who are in immediate danger of falling into disorderly courses of life, constitutes an important element in the general increase of popular knowledge of the sources of crime. Dismal as this department of knowledge and of public duty would be, in the absence of means of rescue and prevention, the fields which bear their fruits where once were brambles and deadly miasmas, do not more truly show the rewards of human effort and culture than do the reformed and well-ordered lives of those who have ceased to do evil and learned to do well attest that the culture and correctional treatment of young offenders and the reformatory discipline of criminal classes transform them into useful citizens. The present force of the depredators and disturbers of society can be reduced very greatly by such means. Experience abundantly proves that saving and reformatory measures pay back to society a hundredfold more than they cost. The work of this Association is based upon the fact that it is better to reform, to prevent and to save, than it is to destroy, and that whatever shall be found hopelessly wrecked in the vast numbers who are consigned to penal and correctional treatment, should be so carefully studied as to make the lesson of their destruction a source of wise and timely efforts to prevent the causes of criminal and disorderly life. This view of duty on the part of the Association and its committees, imparts the vigor and steadiness necessary for the attainment of permanent and effectual influence over those chief causes of crime which operate alike in the minds and lives of the offenders and in the organization and common life of communities.

#### THE RECORDED MOVEMENTS OF CRIME IN 1876.

The records of crime in the State of New York the past year show that, so far as Courts of Record are concerned, 3,582 convictions were reported by county clerks. Out of this total there were at least 2,276 cases in which the nature of the crime ranked as a State prison offense. The increased number of convictions occurred chiefly in the class of crimes against property, and, apparently, this increase was in burglaries. But the deficiencies in the official returns from certain counties prevent any exact statement of the statistics of crime, even for the Courts of Record. The cases of State prison offenses are so distributed between the three State prisons and the six local penitentiaries, that the places and results of imprisonment cannot be reported at any one office in the State or by a public officer. The various statutes under which females and the greater part of convicts under twenty-one years of age, convicted of felonies, may be sentenced to local penitentiaries at the discretion of the courts, serve to break up any continuous official records of the great number of the State prisoners who are sentenced to penitentiaries

There were 3,582 convictions reported from Courts of Record, and of persons so convicted, there were only a little more than 40 per cent sentenced to State prison, while of these 3,582 persons so convicted, a little less than 30 per cent, were sentenced to local penitentiaries. This corresponds with the court returns in previous years. In the year 1875 there were reported 3,433 convictions by courts of record; and of that number there were 1,528 sentenced to the State prisons (forty-four per cent of the Courts of Record totals), while 977 (twenty-nine per cent) were sentenced to penitentiaries. Less than twenty-five per cent of the total number sentenced in Courts of Record in this State suffer a penalty of fines or jail imprisonment and fines.

The State prisons contained 3,532 convicts (\*) on the 1st day of January, 1877, distributed as follows:

In Auburn prison.....	1,394
In Clinton prison .....	621
In Sing Sing prison (males) .....	1,377
In Sing Sing prison (females) .....	140
	<hr/> 1,517
Total .....	<hr/> <u>3,532</u>

The six local penitentiaries reported at the close of last fiscal year 3,712 prisoners. Nearly 500 of this number were felon convicts whose personal and criminal records belong with those of the State prison classes and ought to be kept with them. The numerous laws and amendments of law under which the penitentiaries are now made to serve as auxiliary State prisons, may soon justify such an extension of the State's supervision as will bring the State convicts in these local institutions under a system of inspection and official record which will be essentially identical with that adopted for the State prisons. The tables on the next three pages exhibit the prison and penitentiary statistics for the year 1876.

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\* This does not include the inmates of the Asylum for the Criminal Insane, who, on the 1st October, 1876, numbered eighty-nine.



TABLE II.

COUNTY PENITENTIARY.	NUMBER OF PRISONERS ON THE EVENING OF DECEMBER 31, 1876.						YEAR ENDING DECEMBER 31, 1876.						Present number of cells.				
	Total number at all ages.			Under 20 years of age.		Children of 16 years and under.		Total number of admissions.		Total number of discharges.		Deaths.		For males.	For females.	Total.	
	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.	Females.	Total.	Males.				Females.
Blackwell's Island.....	...	...	976	...	...	...	...	...	1,962	340	2,303	...	...	2,318	...	...	778
Kings county †.....	...	...	775	...	...	...	...	...	1,243	256	1,529	...	...	1,341	...	...	*648
Albany.....	...	...	1,061	...	...	...	...	...	1,767	299	2,066	...	...	1,958	...	...	...
Syracuse (Onondaga county)†.....	...	...	243	...	...	...	...	...	748	107	855	...	...	792	...	...	...
Rochester (Monroe county)†.....	...	...	283	...	...	...	...	...	949	179	1,128	...	...	1,036	...	...	...
Buffalo (Erie county).....	805	71	876	38	...	88	4	...	2,584	787	3,371	...	...	3,426	...	...	380
Total.....	...	...	3,712	...	...	...	...	...	9,253	1,998	11,251	...	...	10,871	...	...	...
Blackwell's Island work-house.....	...	...	2,132	...	...	...	...	...	...	...	22,845	...	...	23,023	...	...	...

† For the fiscal year of each of these three counties respectively.

\* Besides these 648 cells, there is a large dormitory for congregate lodging.



Regarding the 3,500 convicts now in the State prisons, and the 3,000, in round numbers, found daily in the six penitentiaries, it may be impossible to say which of these great groups of offenders is the most dangerous to society or which the more amenable to correctional treatment. The prisons and penitentiaries and their respective classes of prisoners are co-ordinates of each other respectively. They contain, however, far the greatest variety of character and personal or social conditions represented in the offending classes. The beardless lad, the young ruffian, the ignorant as well as the educated experimenter in both petty and daring crimes, the most despicable habitual criminals and their novice pupils, the passionate and the brutalized, the degraded and the spiritless wrecks who, in their repeated imprisonments as felons, have lost the energies and will-power of their once dangerous manhood or womanhood, are found working and lodging side by side in each of these local penitentiaries. The State prisons present a more practicable field for effective discipline than can ever be exemplified in the incongruous masses of prisoners in the penitentiaries, yet it appears that, under the influence of well organized methods of steady industry, at least three out of the six penitentiaries have, for several years, excelled the State prisons in good discipline and the relative value of labor to cost of maintenance.



## DUTIES AT THE STATE PRISONS.

At Auburn the chairman of the committee of this Association has continued his attention to the interests of convicts about to be released. The facilities for obtaining employment for discharged men have been less than in previous years, but the interest of the local committee has not been intermitted.

The prison at Dannemora has been regularly visited by Mr. Henry Orvis, of Plattsburgh, on behalf of the Association, and as many friendless prisoners have been guided to employment as possible. Lodgings and friendly counsel have been offered to those who needed such kindness on arriving at Plattsburgh from the mountain prison. Some of the younger men who were helped to employment during the past four years have steadfastly done well.

At Sing Sing the effort to conduct young prisoners on their release in any other direction than to the cities of New York, Brooklyn or Albany has continued to be obstructed by the power of the habit of criminal association, which, both in the prison and in the cities, destroys the greater part of young convicts who have been admitted to that prison. The General Agent of this Association in the city has devoted much of his time to the difficult duty of receiving discharged prisoners, and guiding them out of the city to whatever employments could be procured for them.

## DUTIES AT THE JAILS — LOCAL COMMITTEES.

The list of committees for the several counties in the State (pages xi-xiii), shows what personal co-operation is given to those duties, which, in every county and city and at every jail, may be desired on the part of authorities and by the committees themselves from this Association. Certain details respecting the work of these committees will be given in some of their own statements as appended to this report; and other statements will presently be made in subsequent pages relating to the jail. Several of these local committees have awakened useful and widespread interest and effort for the repression of causes of crime in their respective counties, and also put forth useful circulars for informing their fellow citizens in regard to the leading questions on which action is necessary for the prevention of crime, and for the improvement of the prisons and enlargement of reformatory work.

These local services of county committees are performed with devoted alacrity and care. There are few jails in the State which are not visited weekly by the local committees, and in which the inmates do not receive thoughtful attention to their physical and moral interests. Libraries and reading-matter are supplied in several of the jails. In one instance the committee established a library of 100 carefully selected books; in

another the committee has maintained a library by monthly contributions of books and magazines, and in another still, for the past four years, every unlettered inmate has been taught the alphabet and reading by the committee, and the Board of Supervisors has made the second appropriation for the maintenance of the library. The detention of witnesses and children in the common jails is receiving deserved attention, and the act of April 21, 1875, providing, permissively, for the separate detention of unconvicted women and children, as well as of witnesses apart from the common jail, is beginning to produce useful results.

#### WORK OF THE GENERAL AGENT.

##### *Detention Department.*

In the cities of New York and Brooklyn there were 113,976 arrests and 76,905 commitments by the local authorities in 1876. A statistical statement in a subsequent section of this report, shows that there were, during the year, 6,934 persons committed to appear before the higher courts, while 2,447 youths were committed to reformatory institutions by police courts of New York city, and that the district prisons held 87,307 persons in temporary custody. To as many of these prisoners and detained persons as the General Agent had occasion to visit, he conveyed such counsel and rendered such aid as the purposes of this Association permit. The chairman of the Executive Committee also continued to visit such of these detention prisons as duty required. The great number of strangers and utterly friendless persons whose arrest and detention under circumstances which warrant and often render necessary an appeal to a competent adviser in regard to their misfortunes and errors, or in regard to important social and family obligations which concern them, render this branch of the General Agent's duties essential to the welfare of many, who, through his counsel and aid, can be saved from ignominy, if innocent, and from further errors and a criminal career, if induced at once to turn to a course of rectitude. A considerable proportion of the 462 persons whom the Agent advised and aided in the Tombs, were of the latter class, and the 124 who were defended in court by him, as the legal counselor on behalf of the Association, were either of this class or innocent of criminal intention.

##### *Discharged Prisoners' Department.*

The 1,213 prisoners and families of prisoners who were advised and aided by the Agent of this Association, in the city of New York, presented a smaller proportion than usual of persons who could be successfully sent to employments far away from cities. Temporary aid in the nature of clothing, shelter and meals, was extended to more than half of the whole number (1,213), whose names were thus entered in the Agent's office.

## JAILS — COUNTY PRISONS.

The condition of the county jails is reported so faithfully by the local committees that the statement which will be appended in subsequent pages concerning a few of them will correctly set forth the more important facts in regard to the evils which must be amended and prevented in the management of them. The citizens desire the complete renovation of the jail system, and in their respective counties they would sustain any necessary expenditures which the Legislature may direct, whenever the State shall have provided an adequate system for the safe-keeping of the classes now admitted into the common jails; but this problem of reconstruction of the jail system comprises something more than reconstruction of county prisons themselves, and it will, in all probability, comprehend the disuse of them as places for the expiation of sentences for the nearly 400 offenses now punishable in them.

Jails, as they are at present occupied, must be superseded by Houses of Detention and Houses of Correction, the former being exclusively designed for, and suitably adapted to, the safe custody and decent residence of persons held for appearance in court, and the latter being adapted as well to self-supporting industries as to the safe-keeping and beneficial discipline of all classes of their inmates. Each county will necessarily continue to be burdened with a wholly unsustaining system of suitable Houses of Detention as a requirement of public justice in the process of discovering and convicting offenders; but that the common jail should be any longer used as the place for expiating offenses, or be regarded as offering any facilities for correctional and reformatory treatment of persons convicted of any of the numerous offenses which are nominally punishable in the jail, is not reasonable. Experience and all the considerations of economy, as well as of morality, unite in requiring that these Houses of Arrest and Detention—the present county jails — shall cease to be used as places of penal expiation or for the nominally correctional treatment of offenders. Every year upwards of a hundred thousand (100,000) are admitted to the county jails of New York; and of this number several thousands expiate their sentence of jail imprisonment — a penalty which signifies the most loathsome bodily indolence and mental vacuity, and which leaves the offender in a worse condition, physically and morally, than when the court pronounced the sentence, and which imposes upon the community greater burdens and perils than such demoralizing confinement can possibly have prevented.

The existing system of jails, and of the petty courts which, by summary proceedings and otherwise, keep them filled with convicts for minor offenses, is not an American device. It is an utterly impracticable and unenlightened system, unworthy of the present state of civilization

and unadapted to the purposes of public justice, and it was handed down to this State in Colonial times as a heritage from the mother country. The causes that have perpetuated the common jail, to serve the same uses as the gaol and bridewell of previous centuries, have also, at the same time, entailed a system of minor courts with summary powers to commit as well as to convict, and to sentence in such manner as to fill the jails. Traditional forms, that have been followed for centuries and which have the force of ancestral usages, have to be invaded and overcome before these absurd methods of vindicating the laws and repressing crime will be superseded by the truly correctional and preventive measures which best serve the purposes of public justice and promote wholesome results of penalties or discipline.

The sixty-seven (67) jails in this State, which are occupied as county prisons, continue to exemplify the same demoralizing and inconsistent methods of treating common offenders which these jails and old English models of them exhibited before the experience of disciplinary and reformatory means had been brought to bear upon the classes of offenders that were sentenced to expiate in jail all kinds of wrong-doing, for which such shame and discomfort were the traditional penalty, but never the adequate remedy. The testimony which the local committees of this Association present year after year, concerning the pernicious evils that are inherent in the jail system, confirms the opinion that the time has come when reasonable and harmless methods of separate detention for unconvicted persons in custody, and correctional treatment by self-supporting industries for all convicts who are punishable by imprisonment in a county prison, should, as soon as practicable, supersede the common jails. There certainly is no reason for perpetuating a system that is so pernicious and costly, however convenient it may be for temporarily immuring the great number of vagabonds and minor offenders who, more and more, annoy the peace and property of the people when out of jail. The reforms inaugurated in the common jails and prisons by Howard, the correctional methods of discipline by habitual industry and instruction as illustrated in American penitentiaries for minor as well as more obdurate classes of convicts under a Pilsbury, a Brockway, a Captain Felton, and a Cordier, and under some of the trained Masters of Houses of Correction in Europe, conclusively demonstrate the superiority of industrial discipline over the old methods of expiatory confinement in county prisons. Yet the jail which Sir William Johnson constructed at Johnstown in 1766, and numerous other old county prisons in this State, continue to remind of the old ideas of expiation without means or even an effort for correctional treatment. Unfortunately several of the jails which have been erected during the past fifteen years perpetuate most of the faults of the older ones both in structure and uses. Witnesses, chil-

dren and women, inebriate vagabonds, petty offenders, habitual criminals and turbulent miscreants continue to enter at one door, to be gathered in unventilated corridors and allotted to dismal quarters, with little regard even to the statute which prescribes the separation of the convicted from the unconvicted.

The fallacies and evils in these common jails are coincident with those pertaining to the primary courts. There is no central source of supervision of the county jails, nor adequate authority in the magistracy and higher courts to discover official neglect and to enforce laws relating to jail-keeping; but, on the other hand, the magistrates and courts use the jails as they find them, leaving the management of them to the sheriffs and the reformation of that management to the people. There now exists a disposition, on the part of the people, to procure a thorough reform in the jail management, and, as it is radically defective, to seek out a better system; and, while pursuing this line of improvement, certain essential changes in the primary movements of public justice must be greatly energized, and also be endowed with considerable discriminating powers. If county prisons can be brought under reasonably centralized supervision and strict rules of administration, then may the magistrates, the lower courts, and the district attorneys be held to a rigorous accountability by a central authority. The continual watchfulness and appeals of the local prison committees are opening the way for a complete reformation of the jail-system, and, whatever may be the methods ultimately devised in this State for the detention of persons under arrest for minor penal custody and correction, no system will be adequate and suitable which does not provide, at least as well as that of France or that of Holland, for

Houses of Arrest and Detention,

Houses of Correction and Justice, and

Chambers for the safe-keeping of persons who shall be held in custody entirely separate from others for brief periods.

Besides these facilities, which, until now, the county jail alone is erroneously supposed to offer, the correctional schools for juvenile offenders, will need to be made more and more accessible, and completely adapted to all who should be placed in them. Even if for the present, the common jail, in many of the rural counties, must be used for the double purposes of detention and of penal correction, the separation and distinct treatment of these several classes (while kept under the same roof or within the county jail precincts), is a duty never to be neglected by the sheriff and supervisors.

The law passed in 1875, to provide for the separate detention of witnesses, children and women, apart from common jails, while awaiting final action of the courts in regard to them, simply permits the Board of

Supervisors to make separate provision for suitably keeping such persons while in custody. The sheriff and the Board of Supervisors of Oneida county were first to offer full compliance with that law, and the results have been so satisfactory, and the influence so beneficial, that the prison committee for Utica have undertaken to urge upon neighboring counties the duty of instituting the same kind of improvements as far as the law provides.\*

All the movements of police authority and all proceedings in the name of justice and the public peace, should be adapted to repress and prevent crime. The prompt, certain and wisely-discriminating hand of public justice should speedily overtake and punish the guilty; but the numerous persons who are held to testify or to defend themselves for being accused, should not be compelled to share the shame and annoyance of convicts themselves. Hence the law of 1875, which *permits* the sheriff and the Board of Supervisors to maintain a separate system of custody for the three classes of unconvicted inmates of county jails, should be mandatory, rather than permissive; and if, as in Oneida county, the separate apartments and classes must be provided for under the same roof, still the separateness, decency and moral security of those so held can be enjoined.

The local prison committees are preparing public opinion for the desired reorganization of the county-jail system; even in one of the most indifferent of the rural counties, the committee reports the following facts, and has published them in that county:

"The jail is looked upon by the inmates as a comfortable boarding-house, where they are fed upon roast beef and coffee; have nothing to

[\* *Laws of New York, 1875, chapter 464.*]

AN ACT to provide houses of detention in the several counties in this State for the safe-keeping and proper care of women and children charged with offenses and held for trial, and also for the detention of all persons held as witnesses.

The act of April 21, 1875, provides as follows:

SECTION 1. The boards of supervisors of each of the counties in this State, except in the county of Kings and city and county of New York, are hereby authorized and empowered to procure, by lease or purchase, a suitable place or places other than common jails, for the safe and proper keeping, and care and keep, of women and children charged with offenses and held for trial, and all persons detained as witnesses; such places to be termed houses of detention.

§ 2. Whenever a house of detention shall be provided in any county according to the provisions of this act, any magistrate in such county authorized to commit persons charged with offenses and held for trial, shall direct on his order of committal, in case the person charged is a woman or girl, or a boy under sixteen years of age, that such person be placed in the house of detention in his county, instead of the jail, and every person held as a witness in such county shall be placed in such house of detention.

§ 3. This act shall not apply to any person charged with crimes punishable with death or imprisonment in State prison for a term exceeding five years or charged with a second offense. •

§ 4. The sheriff in each county shall have charge and control of such house or houses of detention, and shall be entitled to collect from the county the same fees and compensation for the care and board of said persons as are now allowed by law for the care and board of prisoners confined in the common jail.



do; all bills paid and no questions asked, and they are let alone to recover from their last debauch and prepare for another when their term of detention is expired. All this is very plain to any one who observes the commitment and discharge of the same persons, time and again, and they will also see the shamefulness of the system, and its utter destruction to character and hope of reform. As an example of the latter results of this system, or entire want of what should be a rigid system, in a community calling itself Christian:—Two young men were sent, for the first time, to our jail for petty offenses, upon short terms of sentence. If they had been under rigid discipline and hard work, earning their liberty only by hard effort, they could have made decent men; but they were merely shut up from time to time, getting worse each time, through evil association, in the jail itself. No effort at reform was, or is ever made, and no chance for such an effort. There was nothing done to arouse their ambition or to help them up, and they became very frequent, indeed quite regular, boarders at the jail. At the end of four years, one was sent to the penitentiary, a worthy graduate of this school for crime; the other still continues a boarder in the jail."

The people of this State are manifestly prepared to give cordial approval and support to the complete reformation of the county jail system, and when begun, in the manner now proposed, this great change must extend to the methods of correctional discipline of all whom the courts may justly assign to such treatment, as well as to the entire reformation of the modes of separation and safe-keeping of all classes of persons held in custody. There is no reason for longer delaying the legislation and the organization of the system by which this most important reform shall be made, in dealing with obvious sources of crime, which, hitherto, have existed in the jails themselves.

#### THE RECORDS OF CRIME.

In an appended statement, relating to criminal statistics, will be found a concise summary of the records of crime, as reported from the several cities and counties in the State. In that summary there is no fact more noticeable than that the crimes against property vastly exceed the number of those against the person. The latter class of crimes decreases as habits of temperance and self-government in the individual members of society increase. There were nineteen convictions for murder, nineteen for manslaughter, and 525 for assaults in various degrees; while during the previous year there were twenty-four convictions for murder forty-one for manslaughter, and 510 for different kinds of assault. The increase of convictions for crimes against property was of a kind that should awaken inquiry in regard to the nature and causes of such

increase in these crimes. The fact that there were 143 more convictions in 1876 than 1875, for crimes against property, *with violence*, indicates a special source of such increase. This increase was exclusively in the crime of burglary, and there is ample evidence that the increase in this line of crime is chargeable to the increase of habitual criminals, and especially to those of the itinerant kind who are indistinguishable from the common tramps who roam at large. The pity and charity which have thus far delayed the applications of much needed judicial and correctional treatment of vagrants and tramps in this State, are not worthily bestowed by the people. The Legislature will be compelled to take action concerning these nomadic offenders. Still more urgent is the necessity for curbing the lawlessness of habitual criminals. Further statements will presently be made concerning these classes as leaders and propagators of crime and vice. One of the first practical results of correct and adequate methods of obtaining and registering the records of crime in this State, would be an exhibit of the direct relations of vagabonds and habitual criminals to the most wanton and annoying outrages against peace and property throughout the State.

The time has arrived when the interests of public justice, the necessities of legislators and of social economists, the pure mission of charity and the public duty of invading the domain and nurseries of criminality, require the aid of clearly-stated records and statistics of crimes and prisoners, and of all official movements and acts relating to them. Of the three classes of official returns made by county clerks and sheriffs, concerning crimes and accused persons, the first by the county clerk, concerning Courts of Record is, numerically, correct, or nearly so, for, under the sanction of heavy penalties, this class of returns must be made by that officer within twenty days after the conclusion of any Criminal Court;

Second. The so-called records of Special Sessions or Justices' Courts, are very incomplete and crude;

Third. The returns made by sheriffs relating to convictions of Courts of Record, convictions in Special Sessions in cities and Special Sessions in counties, are the most inaccurate and incomplete of all.

Of the records of county jails and the six local penitentiaries, no official returns are made to any office or officer in the State. The records of admissions and discharges from each State prison are kept with sufficient accuracy to enable the warden of the prison and the Secretary of State to know the name and statements which each State prisoner gave on entering and on release, but there is no registered description or history of the convict in any degree adequate for his perfect and certain identification. This faulty condition of State prison records may now be corrected by the Superintendent of Prisons.

The registration which the laws once required to be kept in the county jails has become so irregular and incomplete as to be useless for any practical purposes, except in a few instances in which the jail-register has been faithfully kept in accordance with the act passed April 20, 1866, or that of December 14, 1847. The former act having been wholly repealed by that of April 23, 1867, the law of 1847 at present prescribes the mode of keeping the jail-register. The same law prescribes the duties of jail-keepers and the responsibilities of Boards of Supervisors in providing the necessary facilities for the administration of jail regulations, and the classification and separation of the inmates, etc.\*

**\*REQUIREMENTS OF THE LAWS OF THE STATE CONCERNING THE KEEPING AND REGULATION OF COUNTY PRISONS AND CARE OF PERSONS DETAINED THEREIN.**

(Rev. Stat., Part IV, Chap. III, Title I, Art. 1.)

**SECTION 1.** The common jails in the several counties of this State shall be kept by the sheriffs of the counties in which they are respectively situated, and shall be used as prisons:

1. For the detention of persons duly committed, in order to secure their attendance as witnesses in any criminal case;

2. For the detention of persons charged with crime, and committed for trial;

3. For the confinement of persons duly committed for any contempt, or upon civil process; and,

4. For the confinement of persons sentenced to imprisonment therein, under conviction for any offense.

§ 2. Each county prison shall contain:

1. A sufficient number of rooms for the confinement of persons committed on criminal process and detained for trial, separately and distinct from prisoners under sentence;

2. A sufficient number of rooms for the confinement of prisoners under sentence;

3. A sufficient number of rooms for the separate confinement of persons committed on civil process for contempt, or as witnesses.

§ 3. The keepers of the several county prisons shall receive and safely keep every person duly committed to their custody for safe-keeping, examination or trial, or duly sentenced for imprisonment in such prison upon conviction for any contempt or misconduct, or for any criminal offense; and shall not, without lawful authority, let out of prison, on bail or otherwise, any such person.

§ 4. Prisoners committed on criminal process and detained for trial, and persons committed for contempt, or upon civil process, shall be kept in rooms separate and distinct from those in which persons convicted and under sentence shall be confined; and on no pretense whatever shall prisoners detained for trial, or persons committed for contempt, or upon civil process, be kept or put in the same room with convicts under sentence.

§ 5. Male and female prisoners (except husband and wife) shall not be kept or put in the same room.

§ 6. It shall be the duty of the keepers of the said prison to keep the prisoners committed to their charge, as far as may be practicable, separate and distinct from each other, and to prevent all conversation between the said prisoners.

§ 7. Prisoners detained for trial may converse with their counsel, and with such other persons as the keeper, in his discretion, may allow; prisoners under sentence shall not be permitted to hold any conversation with any person, except the keepers or inspectors of the prison, unless in the presence of a keeper or inspector.

§ 8. Prisoners detained for trial, and those under sentence, shall be provided with a sufficient quantity of inferior but wholesome food, at the expense of the county; but prisoners detained for trial may, at their own expense and under the direction of the keeper, be supplied with any other proper articles of food.

§ 9. It shall be the duty of the keeper of each county prison to cause each prisoner under sentence, except such as are under sentence of death, to be constantly employed at hard labor when practicable, during every day except Sunday, and it shall be the duty of the county judge, or of the inspectors appointed by him, to prescribe the kind of labor at which such prisoner shall be employed, and the keeper shall account, at least annually, with the board of supervisors of the county for the proceeds of such labor.

## THE NEW JAILS.

In the counties of Chemung, Otsego and Queens, new county prisons have been constructed. These new structures are simply cellular jails, of the old style, with some improvement in lighting and water-supplies. There is no provision made in or about them for the industrial employment of their inmates; therefore they can only serve the purposes of detention and safe-keeping. The Second District Police Prison in the city of New York, now ready for occupation, may be regarded as the most completely outfitted House of Detention in the State. It will in some measure and very beneficially supersede certain uses of the "Tombs," and as it provides for the classified and complete separation of its inmates, and also is supplied with water and ventilating shafts for every cell and gallery, and with a spacious upper flat for sanitary exercise, the essential features of that new Detention Prison may be usefully examined by any persons who are responsibly concerned in the plans for improved structures for like purposes. But, for all practical purposes, in carrying into effect the act of April 21st, 1875, for the separate and reasonable provisions for witnesses, children and women, the example

§ 10. The keepers of the said prison shall respectively have power, with the consent of the supervisors of the county, from time to time, to cause such of the convicts under their charge, as are capable of hard labor, to be employed upon any of the public avenues, highways, streets, or other works, in the county in which such prisoners shall be confined, or in any of the adjoining counties, upon such terms as may be agreed upon between the said keepers and the officers or other persons under whose direction such convicts shall be placed.

§ 11. Whenever any convicts shall be employed under the last section, they shall be well chained and secured; and shall be subject to such regulations as the keeper legally charged with their custody shall from time to time prescribe.

§ 12. The provisions contained in the twenty-fourth, twentieth-fifth, twenty-sixth, and twenty-seventh sections in the second article of the sixth title of the seventh chapter of the third part of the Revised Statutes shall extend to prisoners confined upon any criminal process, or for a contempt or under sentence, in like manner as for prisoners confined in civil cases.

§ 13. It shall be the duty of the keeper of each county prison to provide a Bible for each room in the prison to be kept therein, and he shall, if practicable, cause divine service to be performed for the benefit of the prisoners at least once each Sunday, provided there shall be a room in the prison that can be safely used for that purpose.

§ 14. The provisions in relation to insane persons contained in the thirty-second section of the act, entitled "An act to organize the State lunatic asylum and more effectually to provide for the care, maintenance and recovery of the insane," passed April 7, 1842, shall be construed to apply to all prisoners in a county jail other than those who are committed for contempt or on civil process.

§ 15. It shall be the duty of the keeper of each county prison to keep a daily record of the commitments and discharges of all prisoners delivered to his charge, which record shall exhibit the—

Date of entrance,	Parents,	State of health when committed,
Name,	Habits of life,	How discharged,
Offense,	Cannot read,	Trade or occupation,
Term of sentence,	Read only,	Whether so employed when
Fine,	Read and write,	arrested,
Age,	Well educated,	Number of previous convictions,
Sex,	Classically educated,	Value of articles stolen.
Country,	Religious instruction,	
Color,	How committed,	[REMARKS.]
Social relations,	By whom committed,	

and true economy of the Detention Chambers, in the city of Utica, for Oneida county, best illustrate a safe method of complying with that excellent law, while that example shows the shortest course to the result desired, and proves that, even if compliance with a good law is optional, where there's a will there's a way. As crime and offenders are grievous burdens upon society, and certainly should never be viewed through costly and embellished surroundings or an atmosphere of artistic attractiveness, all jails and prisons should be studiously plain structures and the administration be scrupulously economical and severely just and simple.

#### THE HARD-LABOR SENTENCE — CORRECTIONAL INDUSTRY.

In every Sessions Court the sentence to "hard labor" is continually being pronounced upon convicted offenders, who are immediately remanded to the county jail to expiate their crimes or misdemeanors by loitering in idleness in the cells and corridors the appointed months and days. The nearly ten thousand yearly admissions to the six Penitentiaries represent the class of offenders who, in several of the counties, are remanded to the jail to serve out their sentence in listless idleness, instead of the stimulating discipline of Penitentiary institutions. Even in several of the Penitentiaries, the sentence to hard labor has only a feeble significance, because the industries are insufficient and unorganized, and fail to be of the appropriate and disciplinary kind. There should be no failure on the part of the people to insist upon and provide for the most useful and disciplinary labor and habits of diligence and duty for all classes of offenders whom the courts justly sentence to hard labor. The toil and the habits of diligence and duty by prisoners in the Albany Penitentiary, and in the Chicago, Detroit and Allegheny (Pa.) Houses of Correction, have not only deterred great numbers from relapsing into offending courses of life, but, by the inherent and varied influences of physical labor, dutiful habits of attention and diligence in their daily tasks, the body and the mind of the prisoner have been induced to yield loyally to the latent aspirations of his manhood. By all practicable means and good influences, the hope and consciousness of being able to live successfully by honest industry should be established in the mind of the offender, though his offenses are such as the laws usually visit with the light sentence of only a few weeks' imprisonment and hard labor. Such sentences are almost useless, and even tend to be pernicious in their effect, unless they establish the habit of self-reliant subsistence and the hope for a useful life of industry. The experience of hundreds of those who have been discharged at the expiration of their appointed period of discipline at the places of correction above alluded to, has been that, instead of relapsing into evil habits

and resorting to crime, they have turned directly into the fields of the common industries, like Hood's honest laborer, "wherever labor calls."

The correctional influence of regular labors and the habits of diligence is no less physiological than moral or mental in its nature and permanence; and experience abundantly shows that, in order to secure the correctional and reformatory effects of penal labor, the term of its continuance should be long enough to produce the essential bodily and mental impressions on which the real correction of faults depends. To fail to induce reformatory results in offenders who are subjected to the penalty of imprisonment, is simply to exchange blow for blow between the court and the criminal, and unless the latter is brought to understand the necessity or purpose of amending his life, and will himself enlist in the effort for this object, the chief advantages which society gains by the imprisonment of offenders consist in the temporary close confinement of the offender, and a certain degree of deterring effect which the dread of such penalties may produce. The common opinion of unreflecting people is, that the criminal expiates his offense, or fully atones for it, by a certain penalty; and the habitual criminal seems to accept this as his theory of justification in a continued life of crime. On being discharged from jail or prison, he claims not only to have paid his debt, but he pretends to justify himself in reprisals and depredations, and thus to be, indeed, an habitual offender. The practical results of common jail sentences, and of merely retributive penalties of imprisonment, as usually applied to perverse young criminals, tend to establish habits of crime. The converse result would ensue if the penalties were designed to reclaim the criminal; and if he were not restored to society until he amply evinced that he would respect the law. There is sound reason in the conclusion expressed by one of the most successful superintendents of a House of Correction, who recently said, as the result of twenty-five years' service: "A review of my whole prison experience serves to confirm my confidence that, under a proper system, with suitable facilities and skillful administration, a very large proportion of prisoners may be restored to society as respectable and useful citizens, and that the remainder may be certainly restrained."\* Fortunately, the Industrial Reformatory at Elmira is apparently destined to give the needed exemplification of suitable facilities, skillful administration and improved laws and methods for the correctional treatment of the guilty. Aided by the experience and lessons of that penal Reformatory, the jail system and hard-labor sentences in this State may yet be made what they should be, the means of permanently repressing

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\* Eleventh Report of Detroit House of Correction, 1873. Z. R. Brockway, Superintendent.

crime, and the places of secure and morally beneficial safe-keeping of persons whom the laws may hold for a time in custody. Jails, as the Houses of Arrest and Detention ; Work-houses and correctional labor ;\* local Penitentiaries and the State Industrial Reformatory, as they should be organized, may constitute a system of institutions for dealing with the guilty in a manner worthy of the people. The State Prisons, being now under competent supervision for the prudent development of a suitable system for the treatment of felon convicts, there will not fail to be certain great improvements in their discipline, and in the necessary kinds of grading and of separation for disciplinary and reformatory purposes. Hard labor and a wisely correctional treatment for the State prisoners will prove as beneficial to them, individually, as to life and property in the community at large.

#### THE BEGINNINGS OF CRIME — JUVENILE DELINQUENTS.

The good work of the Industrial Schools, the Juvenile Asylum, the House of Refuge, the Protectory, and of Truancy officers in the cities of New York and Brooklyn, is unquestionably helping to diminish some of the great sources of criminal life in the Metropolis ; but the records of the State Prisons, Penitentiaries and Criminal Courts in the State show that the mean age of the total number of convicts on admission is only about 25 years, and that at any census of the prisoners it is found that more than ten per cent of them are under 20 years of age. There were 370 prisoners under 20 years of age among the 3,532 inmates of the three State prisons at the beginning of the present year (1877). This is 10.47 per cent of the whole number in prison. Among these were 15 boys and 1 girl, who received their sentence to State Prison while under 16 years of age. The convicts in the local Penitentiaries present a still greater number under 16 and between 16 and 21 years of age. The census and records of one of these institutions on a certain day recently showed that 331 of the prisoners were boys, who at the date of their sentence were under 20 years of age.† The inmates of that Penitentiary on Blackwell's Island at the time numbered a few less than 1,000. While mere boys in the city are found thus to have attained a perilous maturity in crime, and the correctional and reformatory institutions for juvenile delinquents are quite overcrowded, and the number of proficient and habitual young criminals against property fill the prisons, still there is evidence that some of the prolific sources of crime are being diminished, at least in the city of New York. The note at

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\* The outline of a project of law, as presented in the Legislature, in Assembly Bill 79, embodies numerous essential principles for dealing with the work-house classes that now fill the jails. (Pages 68-72.)

† See notes, pages 21 and 22.

foot of this page presents a dark side of the picture of the criminal life in our midst, though the number of *incurable* offenders, even in that large company of young convicts, would probably prove to be very small under such correctional training as the Industrial Reformatory at Elmira will give. But the brighter side of the picture in New York is presented in its voluntary methods of rescuing needy children from the deplorable conditions—physical and social—out of which the ranks of the criminal classes are continually reinforced. The increase of youthful offenders became so painfully obvious more than twenty years ago, that new methods were called for, and fresh researches into various preventable causes of juvenile delinquencies and precocity in criminality were undertaken. During the late war, the number of youthful offenders so rapidly increased in New York city, that in 1864 there were 6,462 committed under the age of 20 years, and 2,260 were under 16 years of age; while in the fifteen years ending in 1876 there were 103,716 children and youth under 20 years of age committed by the courts of the city, and of that number, 28,546 were under 16 years of age. The

\* This abstract shows the ages, crimes and sentences of the young convicts, who were in the New York City Penitentiary, March 1, 1877:

Occupation in the Penitentiary.		Age.		Crime.		Term.	
	No.		No.		No.		No.
Shoemakers.....	39	14 years.....	5	Petit larceny.....	139	1 month.....	4
Tailors.....	11	15 years.....	14	Petit larceny from		1 month, \$250 fine,	1
Tailors' operator..	1	16 years.....	56	person.....	23	2 months.....	6
Carpenters.....	10	17 years.....	66	Grand larceny.....	43	3 months.....	25
Ash gang.....	71	18 years.....	106	Grand larceny from		4 months.....	8
Quarry gang.....	31	19 years.....	84	person.....	5	5 months.....	33
Road gang.....	14	Total.....	331	Assault and battery	16	6 months.....	69
Stonebreakers.....	75			Assault with dan-		6 months, \$100 fine	1
Stonecutters.....	47			gerous weapon..	7	8 months.....	1
Brushmakers.....	3			Assault with intent		10 months.....	4
Broommakers.....	1			to steal.....	10	1 year.....	45
Gardener.....	1			Receiving stolen		16 months, 24 days	1
Office boys.....	2	No. of times in same Penitentiary.		goods.....	2	1½ year.....	23
Prison hall.....	18			Obtaining goods by		19 months, 17 days	1
Whitewash gang..	2			false pretenses..	1	2 years.....	21
Bucket gang.....	2			Burglary, 1st deg..	4	2½ years.....	23
Invalide.....	8			Burglary, 2d deg..	1	3 years.....	21
Hospital attendant	1	First time.....	277	Burglary, 3d deg..	64	3½ years.....	8
Lunatic asylum... 1		Second time.....	43	Robbery, 1st deg..	4	4 years.....	12
Total.....	331	Third time.....	9	Forgery, 3d deg..	3	5 years.....	25
		Fourth time.....	2	Felonious assault..	1	7½ years.....	1
		Total.....	331	Embezzlement....	1	10 years.....	4
				Petit larceny and		Total.....	331
				escape convict... 2			
				Total.....	331		



movement of crime and of judicial commitments in the city during the past fifteen years is indicated in the following summary :

YEAR.	Total of all city commitments.	Total under 16 years.	Total from 16 to 20 years.	Per centage of commitments under 16, on total commitments.
1862	41,209	1,494	3,156	3.44
1863	32,562	1,641	3,357	5.03
1864	31,251	2,260	4,202	7.23
1865	30,616	2,209	4,423	5.57
1866	42,631	2,280	5,510	5.34
1867	47,313	1,993	5,943	4.21
1868	46,476	2,197	5,247	4.73
1869	42,209	1,906	4,617	4.51
1870	49,423	1,329	5,017	2.48
1871	51,466	1,630	5,746	3.16
1872	48,956	1,977	4,963	4.03
1873	52,224	1,561	6,028	2.98
1874	49,251	1,726	4,632	3.50
1875	54,655	1,873	5,745	3.42
1876	57,084	2,641	6,594	*4.62

Deducting the transferred alma-house children, about 3.35.

During all this period, and even as early as the year 1824, the House of Refuge, established by the Society for the Reformation of Juvenile Delinquents, was steadily receiving as many sentenced children under sixteen as it could accommodate; and in 1851 the Juvenile Asylum at High Bridge, in 1858 the House of the Good Shepherd, and in 1863 the Protectory were established as custodial and reformatory institutions for children under commitment from the courts. The Children's Aid Society, from its foundation in 1855, developed into twenty Industrial Schools, six Lodging Houses for homeless children, and a system of migration

\* Nearly 800 children under sixteen years of age were transferred from Randall's Island and other alma-house branches, under the Commissioners of Charities and Corrections of New York, to the city and to the Protectory, Juvenile Asylum and other institutions, in December, 1875 and January, 1876, in compliance with the act removing pauper children from alma-houses. A great number of them were first returned to the care of friends, who soon transferred them to the institutions. There were 1,369 children in the city alma-house department at the time that act took effect, and of that number there were 898 over five years of age. The greater part of the latter class were committed to various institutions by formal orders of police justices, but not for offenses. By deducting the number of these merely formal commitments from the totals of child commitments in 1875 and 1876, the *decreasing ratio of the latter commitments* to the commitments at all ages appears still to be maintained. This statistical fact is confronted by another which cannot be fully explained without bringing together the records of commitments of children in all the several counties which are permitted to place children in reformatories in this city. It is sufficient to state here that there seems to be no such evidence of the diminished ratio of juvenile delinquencies throughout the State generally as we have presented to us here in the court records relating to the city of New York. The first and probably most correct and important inference derived from these records of the city courts is this, viz., that the number of juvenile delinquents and criminal children in this city, has been steadily decreasing (pro rata to other offenders and to total population) since 1864, and that the voluntary agencies which have been more and more successfully at work for education and friendly care of poor and neglected children, may justly be credited for the gain here witnessed in the court records.

and family settlement of such children. At the end of the year 1876,

The N. Y. Catholic Protectory had under its shelter . . . .	2,321 children
The House of Refuge on Randall's Island had under its shelter . . . . .	880 children
The Juvenile Asylum at High Bridge had . . . . .	780 children
The House of the Good Shepherd for the Reformation of Girls . . . . .	448 children
And the Children's Aid Society reported, besides its twenty Industrial Schools, etc., that it had sent to homes during the year . . . . .	3,989 children.

These 8,420 children fairly represent the classes which, without such reformatory care, would give a large proportion of their whole number to swell the ranks of criminals.

This brief review of some of the evidence that various causes of crime in juvenile have received attention, by voluntary aid from the people, may properly be carried on to a still broader statement of the facts which lie near the foundations of social life, and which relate to the housing and domestic condition of the poor and ignorant classes in cities and large towns. A statement on this subject is placed in the Appendix of this Report.

The registered records of prisons and penitentiaries in this State show that the ratio of youthful offenders has, for some years past, been gradually increasing; but, as the table on the previous page shows, the ratio of commitments of youthful criminals and offenders in the city of New York has decreased in its ratio to total commitments since 1864, when it was at the highest. Though this is a mere indication that juvenile delinquencies, child vagrancy, and youthful crime may be temporarily checked by the beneficent institutions which are withdrawing many thousands every year from the perils of the disorderly life of the streets, the measure of the reformation and permanent rescue of the recruits of the prison classes must be determined by the number who have actually been led to seek the ways and means of useful life. With this fact in view, the Executive Committee of the Prison Association does not hesitate to reassert, as its cardinal doctrine in relation to the prevention of crime, that virtuous and healthful home life, especially for the poorer classes of our cities, and the instruction of every child, particularly of every one that receives charitable or correctional treatment, in an occupation adequate and adapted for a useful self-supporting career, constitute the true preventive agencies against crime.

#### THE STATE INDUSTRIAL REFORMATORY AT ELMIRA.

The highest hopes and most advanced purposes and plans, in regard to this reformatory institution, seem almost sure to be realized. The

action of the Legislature during the year, for the completion and opening of the reformatory, has been most enlightened and magnanimous. The new legislation, appropriations, official appointments, and all that pertains to the inauguration of the institution, and to its official management, have been so manifestly free from any touch of partisan or unfriendly hands that every presage is given for the good-will of the State to this most important penal institution. Originating, as this new purpose and comprehensive plan for a model correctional prison did, in the counsels of the Prison Association, and having now actually been rescued from all misdirection after six years' patient waiting, the public concern for its success, and especially for its influence upon the penal system in the State, and in the entire nation, is very great and will steadily increase. The fact that it is to be not only the first penal institution in this State for testing the utility of the indeterminate length of the term of imprisonment and all the merits of the *mark system* of credit records, and that it is not only a graded prison in itself, but is to have a gradational or disciplinary relationship to the older State prisons, imparts to the entire scheme of this new prison the utmost importance as a comprehensive and well-considered experiment in a field equal in extent and importance to that which Sir Walter Crofton has successfully occupied in Great Britain and Ireland. Fortunately, this great work in New York not only enjoys the cordial support of the State Legislature, but also has secured in Superintendent Brockway the devoted genius and experience of a true prison-keeper and savior of erring men. Difficult as the task of the chief officer will be, and great as the responsibilities of the managers are soon to become, this highest measure of work should be witnessed in a greater degree of repression and saving from crime than has been possible in other prisons, and also in the influence it shall exert upon correctional and preventive measures throughout the State. In concluding this statement, it becomes the Prison Association to express its appreciation of the signal interest and good-will of Mr. Superintendent Pilsbury who, in his dual capacity as the head of the State prison system and the President of the Board of Managers of the State Industrial Reformatory, offers to the latter institution the loyal devotion of whatever time and care he can give. The laws governing the organization and management, and a brief outline of the application of the principles and method of the *indeterminate sentence*, and the "mark system of credits," will be found in the Appendix of this report.

#### SPECIAL DEMAND FOR GRADED PRISONS.

The three State prisons may, at a future time, admit of some degree of grading and classification, which the Superintendent may find practicable and advisable; but there is urgent need of some modification of

the Penitentiary and State Prison system, which will adequately provide for the young criminals who, after repeated convictions and imprisonments, have become so mature in criminal character that they require special discipline as habitual criminals while yet in their boyhood. The State Reformatory at Elmira is justly precluded from attempting to treat this class as young felons. The local Penitentiaries receive the larger number of them from the courts, and the two Houses of Refuge admit such as are under 16 years of age—not infrequently at great peril to the peace and welfare of the classes which are reformable in the Refuge schools and workshops, while many others are consigned to the State prisons. The 370 convicts who were found in the State prisons on the first of January under 20 years of age, and the 361 who were in one of the penitentiaries at a later date, tell of a great want that must be met in the State Prison system. There were 18 long-term boy-prisoners in that one penitentiary, whose age would have allowed, but whose records of crime might reasonably prevent, their admission to the House of Refuge; and of the remaining 343 under 20 years of age, there was a large number whose repeated convictions would have precluded their commitment to the Elmira Reformatory. Indeed, no less than 54 out of the 331 boy-prisoners in the penitentiary had a record of previous terms of imprisonment there; 69 of those young prisoners were sentenced for burglary, and 43 for grand larceny. These facts plainly indicate the necessity for placing such young criminals under a special kind of disciplinary and industrial and instructional training, which may not be best adapted for adult State prisoners, and certainly cannot be conveniently provided for in the House of Refuge. In their 51st annual report, the Managers of the Society for the Reformation of Juvenile Delinquents (House of Refuge) state that “the Legislature wisely fixed the limit of age for commitment to this House at sixteen years; for, although there was risk of finding hardened criminals among those who were below it, yet the danger to be encountered from receiving at all those who were older was too great to incur with safety. It has come to be the opinion of careful observers that some of the most desperate criminals are to be found between the ages of sixteen and twenty. Their passions have been uncontrolled, and they are reckless of consequences. It was never designed that such as these should be brought into contact with the juvenile offender only beginning a course of wrong-doing, but, on the contrary, that they should be wholly separated. Yet for some years past, through deception practiced on the courts, persons several years older than the limited age, who were deeply depraved, have found their way into the House, where disorder and violence have brought disturbance, with damage to property and danger to human life. They have had places in our schools where there

are no manacles or guards or weapons of defense, and have there suddenly sprung upon the teacher, wholly unsuspecting of their purpose."

In the development of the improved prison system, as now inaugurated in this State, there will be urgent cause for providing as soon as practicable for the separate and special penitentiary discipline of this large class of precocious criminals who, by their proclivities to and repeated perpetration of crimes, are already recognized as the young habitual criminals in the State.

#### THE HABITUAL CRIMINALS ACT.

The purpose of the Legislature in enacting the law known as the Habitual Criminals Act of 1873, has been completely defeated by causes which ought not to be insurmountable. The difficulty experienced in identifying individuals of the professional or habitual crime class, and by means of such complete identification, holding the individual in custody until the action for his commitment under sentence is obtained, may not be overcome until a "descriptive list" for personal identification is made out in every felon prison. Yet there ought to be such amendments in the law as shall enable peaceful communities to obtain protection from the itinerant felons who defiantly roam at large in the crowded thoroughfares and intrude into assemblages and public places, or in gangs hang about villages and public gatherings, until by masked burglaries and other wanton outrages, the miscreants startle whole neighborhoods and readily escape with their designed plunder. The Legislature of 1878 may find it practicable to amend and give full effect to this now unused law in connection with certain important amendments of law by which adequate sentences and special discipline shall be awarded to repeatedly convicted felons. In a circular to the county committees, the officers of this Association say "that professional criminals now constitute such a large, desperate and organized array, as to be almost secure against the proceedings of the criminal law, and the habitual criminals Act of 1873 has, to the shame of the State, remained a dead letter." A committee in the interior of the State reports that "many burglaries were committed, and the citizens, generally, became alarmed. The suspected burglars stood on the street corners every day, and made no effort to conceal themselves. Owing to the lack of positive evidence against them, no effort was made to secure their arrest under the 'habitual criminals Act.' The police authorities were told, by lawyers of distinction, that no proceedings could be maintained under that statute; that, while it was general in its phraseology, it was meant to be special in its application, and could not be properly enforced here. The burglars enjoyed immunity from arrest, on the ground that there was no evidence to warrant their detention, until a masked burglary

of peculiar atrocity was traced home to them. Some arrests were made, and three members of the gang were tried, convicted and sentenced, each to eighteen years' imprisonment."

Public registration of criminals may not be entirely practicable in this State, or even for the nation; perhaps it will never be desirable except as regards the habitual and professional depredators; but the latter ought to be publicly registered in every State. Well may the citizens of New York repeat the remark of Sir Walter Crofton, ". . . It is within our power to remove the blot of having it recorded that very many thousands of 'habitual offenders' are making crime their vocation, and are setting the laws at defiance by means of their immunity." The Prison Association invokes the action of the Legislature upon some well-matured project of law for the treatment of this most dangerous of the dangerous classes.

#### FEMALE STATE PRISONERS.

The report of Mrs. Pierre Van Cortlandt for 1876, as hereto appended, shows that the Woman's Prison at Sing Sing has been visited, and the wretched inmates advised by that enlightened lady, whose patient efforts in the same field have continued for several years to illustrate the inspiring purpose and methods of voluntary duty by noble minds to the needy in prison. Her report shows, in carefully arranged details, how seventy-seven convict women, who left the prison during the past year, were nurtured in depravity or overborne by passions until they reached prison; and she adds an instructive note concerning each of these seventy-seven. The attention of the Legislature is invited to the facts and reasons urged in this and previous reports for the organization of a more suitable Prison Reformatory and Industrial Refuge for female convicts. The temporary distribution of this class of State prisoners to several of the local Penitentiaries, as now about to be provided for by law, will be an experiment well worth trying, though some of the Sing Sing prison women are too mature in habitual crime to be safely associated with any except of their own grade in criminality. The experiment of useful classification of these convicts into three or four groups may now become practicable, and whenever a suitably classified or graded Prison and an Industrial Refuge shall have been devised and established by the State, in place of the present Prison for Women, the reformatory methods and the guardian agencies by which female felons in the Irish and English Reformatories, as at Mountjoy and Wakefield, are saved from relapsing into crime will prove with equal certainty in New York that offending women may be stayed from further crime and restored to useful life.

## DISCHARGED PRISONERS.

The number of prisoners annually discharged from the three State prisons varies but little from 1,500, and the number from local penitentiaries exceeds 10,000. These liberated prisoners are so much more readily absorbed into the criminal ranks than into those of the honest and useful industries that they continually tend to fall again into line and to become habitual criminals. They contribute a large quota to the army of active depredators, and they add most dangerous elements to the nomadic classes of vagabonds and destitute persons who wander over the country. Indeed, there is ample evidence that a great number of discharged prisoners from the other States have made the highways and opulent districts of New York their favorite hunting ground for outrageous mischief and plunder the past few years. The tramps who roam the State are deserving of such a treatment by police and judicial authorities as shall eliminate the itinerant criminals, while the spiritless mendicants shall be committed to suitable custodians. The increase in the numerical force and depredations of habitual criminals may not be prevented until the condition and management of convicts who are about to be released, the disciplinary and moral influences in their entire prison life, and the discriminating concern for them as they go from the prisons into free life, shall have been placed on a sound footing. The agents and local committees of this Association have continued their services in the interests of discharged prisoners with some satisfaction, because, in numerous instances, the prisoners have turned directly from the prison doors to useful vocations and a virtuous course of life. But the problem of rescuing the greater proportion of prison convicts from their alliances with criminal associates and from the causes of their own criminality is too comprehensive and difficult to be treated with the remedial propositions of mere employment and kind treatment by employers of labor.

From the beginning to the end of a convict's term of imprisonment, the discipline, instruction and moral influences must be steadily directed to the repression and cure of criminal characteristics and the restoration of the prisoner to society. This is the supreme merit of the scheme of the State Reformatory at Elmira, and it should be found practicable in the improved organization of the State Prisons to enlist the convicts in the efforts and self-discipline upon which each individual's reformation depends. The practicability of so arranging the duties of a special agency within the prison system itself, that the prisoner shall become enlisted in his own restoration, should be tested. After full conference with the Superintendent of Prisons, a project of an act of the Legislature to authorize such an effort, and generally to supervise the interests of convicts who need guidance out of prison into steady industries, was

prepared by a committee of this Association and is now under favorable consideration in the Senate. Its operation as a law will give great encouragement and satisfaction to this Association and its local representatives throughout the State, for the Agent whom the Superintendent of Prisons appoints, would bring good influences to bear upon each prisoner long before any efforts of the Association and the friendly sentiments of employers of labor could be available. It is believed that by the operations of such an official agency within the prison system itself, with adequate facilities for extending its duties conjointly with those now undertaken by this Association among employers and in advisory relations with discharged prisoners, the voluntary efforts of the people in this matter will be rendered more and more useful. The experience of this Association since 1872, and the statistical records of results from the Irish prison system, as well as the records of the Agricultural Colony at Mettray, which guides each discharged prisoner by a private hand to a safe home and suitable employment, warrant the belief that the greater portion, — probably, three-fourths, — of the relapses of ordinary felon-convicts into crime again may be prevented.

#### INSTRUCTION IN PRISONS — PRISON LIBRARIES.

School instruction in the prisons and penitentiaries, libraries for the use of prisoners, and special efforts for the mental and moral culture of offenders in all classes of penal and reformatory institutions justly have rank as true helps to discipline no less than to personal reformation and moral cure of criminals and depraved characteristics, and the building up of defenses and individual resources for a life of rectitude in the offenders who hitherto were ignorant and morally feeble and disordered. In a review of the condition and history of the criminal classes, as found in the prisons of the United States three years ago, the corresponding secretary of this Association reported (in the 29th Annual Report) that "one-third of the criminals in the United States are uneducated in letters, and that in any large number of the educated and uneducated, there are liable to be five crimes committed by the illiterate to every two crimes committed in an equal population of people not classed as illiterate. Further, that in the State of New York the ratio of crime among the illiterate is even greater than that which we find reported for the entire country." The records in this State show that from 25 to 30 per cent of total admissions to the local Penitentiaries (10,000 or more convicts), and from 17 to 20 per cent of all admitted to the State prisons, cannot read or write at the time of conviction.

The fact is, that the same social soil that produces vice and crime is still the waste ground of ignorance and moral blights. Pauperism, vagabondage, vices and crime never can flourish and increase in com-



munities where all classes of persons are brought under the light of useful knowledge and reading in every family, and the vivifying influences of moral and religious instruction on every hand. Prisons, jails and correctional institutions need these vitalizing influences of knowledge and moral instruction as the most essential of all means of saving and of diminishing the offenders against the laws and peace of society. Happily these influences are among the most powerful and permanent that can be brought to bear in the practical discipline of penal and reformatory institutions. With this view of the need and uses of instruction in prisons, the corresponding secretary has steadily urged upon local committees, as well as all prison and jail authorities, a reasonable care and provision for this matter. School-room instruction in four of the penitentiaries, the instruction of the ignorant in the common jails, and a steady effort to maintain a supply of most suitable reading matter for all prisoners, are among the duties now bearing the best fruits in the lives of prisoners — fruits which are permanent in their nature and value.

Some of the penitentiaries have improved their libraries, but the libraries in the State prisons have not been in a satisfactory condition. It is for the State Reformatory at Elmira to give the most perfect example of the uses and methods of mental and moral culture as elements of correctional treatment in a prison. Already its school-room has been made tributary to the good discipline and reformatory treatment of the felon convicts who have been colonized in that place from the old prisons and employed in the construction of buildings, etc. The testimony of Superintendent Brockway years ago on the uses of instruction in prisons is conclusive. He said, concerning his own large experience: "In view of the benefits of the school, it seems incredible that I could have spent more than twenty years in the management of prisoners and never, until 1868, have introduced this measure. Let me urge all who can do it thoroughly to put this feature into their management, as indispensable to satisfactory reformatory results, working and waiting for such changes in the law as shall enable us to carry the education of every prisoner we receive to a point promotive of his pecuniary prosperity, his conscious self-respect, and his probity of deportment."

In certain rural counties, the Board of Supervisors have appropriated a small sum in recent years for maintaining a jail library, and in numerous instances the local committee has undertaken to supply the reading matter as they do the personal instruction. In their efforts to supply reading for prisoners, the local committees, as well as the prison authorities, have continually felt a want which every father of a large family or master of a great school would experience in deciding upon the most useful books that are accessible and entirely fit for the

minds of the readers for whom he has to provide. It has become a duty of the corresponding secretary to cause such a catalogue to be prepared and classified, to be supplied to prison officers and the local committees of this Association, accompanied with a memorandum to aid in the safe-keeping and best use of books by readers and by the persons in charge.

The catalogue and instructions will be found in the Appendix of this report, and it will be observed that the titles, etc., are so indicated as to aid in selecting, in a definite manner, for a library of any number of books from 50 to nearly 1,200. To the purpose of aiding any persons who need to select suitable reading matter, even for the smallest jail or prison, this plan adds certain suggestive indications of the kinds of reading and instruction most useful to the inmates of penal institutions, while the entire omission of certain popular titles suggests that some books ought to be omitted. The practice of supplying prisoners with books and papers which recount the exploits of criminals and the records of criminal trials, is pernicious. Elizabeth Fry, in the midst of a group of Newgate prisoners who listen to her instructive reading, presents an example now imitated in many jails and prisons.

#### INVESTIGATION OF THE STATE PRISONS.

In the winter of 1873, the attention of the Legislature was again urgently called to the vices and frauds of the system of State Prison management. Fortunately, that has proved to be the last occasion for the discharge of such a duty. The success of the proposed Constitutional Amendment to provide a better form of prison administration turned upon the searching exposition which was made by this Association at that time. It was then shown that in the nineteen previous years, the total deficit in the financial accounts of the three prisons amounted to \$7,091,799.62, and that the total earnings had been, in the same period, only \$4,606,706.81. It was shown that at that time the market rate of prison labor had fallen so low that it required a convict to work two days and a-half to earn a dollar. The failure and virtual bankruptcy of the old system was shared as well as aggravated by its faulty discipline. The prisons had become the very colleges of crime, as the jails were its common schools and nurseries.

The people of the State became greatly concerned about the failure of prisons and the immense cost of their management. The Commissioners, whom the Legislature appointed to investigate the affairs of the State Prisons, entered upon their duty early last summer. The results of that investigation brought to light greater frauds and financial deficits than were published by this Association in its Annual

Reports in 1869-70 and 1872-73. Those reports showed that the yearly deficits of the State Prisons amounted to half a million dollars, but the evidence proves that the annual losses exceeded this sum, the deficits in 1876 being upwards of \$700,000.

The Commissioners found that instead of any misdirection of philanthropy or real interest in prisoners having caused the impairment of discipline in the prisons, "the real cause was," says their report, "political partisanship. This cast its evil influences everywhere about the prisons. \* \* \* All parties obeyed its imperious commands. For it, the State was forgotten, or remembered only to be plundered, and convicts wronged. \* \* \* The party in the majority would frequently ignore the minority, nullify orders issued by such minority, forbid any record thereof, and prohibit the Wardens from obeying them. An inspector in charge would give an order on Monday; the Board would countermand it on Tuesday, and adjourn, and on Wednesday it would again be promulgated, thus creating confusion in all departments of the prisons."

Of the numerous specified results reached as conclusions in the investigation, none are more important to be remembered than this: "Men are appointed to positions in the prisons without any regard to fitness, but solely as rewards for political party services; and with every change of party majority, new men take the places of those whose party was defeated at the last previous election, scarcely one of whom had been in office long enough to learn its duties. So universal has been this practice, that it is quite remarkable to find a man in place, who had been continuously on duty for even a few years; the result being that most appointees, knowing the prevalence of this system, diligently apply themselves in making all the money possible for their own benefit before being thrown out by the next turn of the political wheel."

The work of that Commission being the last of such investigations, it may be hoped, which will ever be necessary in this State, it is not necessary for this Association to mention any of the details of the evidence in the great volume of testimony which substantiates the conclusions set forth in the former reports of this body as the facts on which a complete reorganization of the prisons was urgently demanded. The reorganization and a new era of prison discipline having been reached, the struggle for this result has been triumphantly rewarded. The voice and influence of the Prison Association ever urged the enforcement of true discipline in the prisons. One of its last utterances on this subject will remain as its testimony on this point, though it may never have to be uttered again in pleading for the reform of the prisons of this State:—"All the timid, puerile and sentimental methods of dealing with crime and criminals, result in evil to the offending classes and harm to the

public. The idle prison is sure to become the breeding-place of deepest crimes and the haunted castle of wretchedness to its inmates. No apology can be made for permitting the convicts in the prisons and penitentiaries of New York to remain idle, yet from thirty-five to forty in every hundred convicts in the State prisons are constantly idle, and those who labor are living out their feverish term of incarceration in a moody and spiritless way. These faults of the prison system will not be endured without a rebuke from the civilized world."

#### AMENDMENT OF THE CONSTITUTION AND PRISON LAWS.

The popular vote by which the amendment of the Constitution in respect to the prescribed source of prison government, was confirmed at the last general election, was well adapted to remove all doubts in regard to the strength and manly independence of the popular ballot on great questions when brought out in such manner as to fix the responsibility upon the citizens as voters. The right and all the partisan advantages of electing the triple head of the prison government were relinquished by a majority vote of a half million. The action of the Legislature, since the Governor and Senate confirmed the Superintendent, has in like manner proved that the popular wish for the elevation of penal discipline and prison administration above and beyond partisan interference, has been as conspicuous in the halls of legislation as in the votes of the citizens. An intelligent belief that this result would be witnessed has animated the steadfast efforts of this Association during the ten years in which it has continually toiled for the end now attained in the amendment of the State Constitution.

#### IMPROVEMENTS OF THE STATUTES RELATING TO CRIME AND PRISONS.

The conclusion reached by the Commissioners for investigating the prisons, that—"Under this new system, laws must be enacted to regulate the prisons, and it is especially recommended that a code, simple and definite in its provisions, easy to be understood, and of practical application, should be passed at an early day; and that all existing laws, now spread over our statute books, as to these prisons, should be repealed,"—appears to be warranted by several enactments of law now about to be freshly placed upon the statute book. Indeed these recent projects of law are designed to remove obscurity from certain important questions relating to the government of the State prisons. Yet the laws relating to the prisons and imprisonments generally, and to the Penitentiaries and county prisons especially, are so multifarious and so inconsistent in various particulars that they need to be carefully revised and simplified. This will require time and much careful study, for there are

upwards of twenty statutes relating to the local penitentiaries, and several which seem inconsistent and publicly detrimental relating to county prisons or jails and offenders punishable in them. Besides these statutes and the practices under them, all laws and methods for the official records of crime and criminal proceedings, as mentioned in another part of this report, need to be put upon a sound basis adapted to facilitate the movements of public justice, and also furnish trustworthy records which shall be as exact as possible and comparable, and completely adapted for practicable uses.

There was a revision and consolidation of statutes relating to prisons, jails and criminal statistics by the Legislature in 1847, but the complex laws enacted since that time have rendered a new and complete revision necessary.

The revision of these laws cannot fail to reveal the numerous defects and inconsistencies in methods as well as the statutes relating to some of the primary proceedings against offenders, and it is eminently desirable that those proceedings and all the movements against crime, from its detection and the arrest to the court proceedings and sentence, shall be completely and wisely adapted to repress and prevent crime. The possible reformation of criminals is not the first or chief object of penal laws, the proceedings of courts, and the management of prisons, though it certainly is a vitally important end, never to be overlooked. If the objects of the penal system by which life, property and public peace are protected, provide adequately for the punishment of the guilty, the repression and healing of sources of crime, and the reformation of offenders, there manifestly should be a perfectly co-ordinated treatment of the whole as well as most judicious care in the administration of each of these functions. The plea of any class of citizens for the reformatory discipline of offenders, or for humane and discriminating care for their welfare, must not be interpreted as adverse to the severity of the penalties which just laws should promptly inflict for the arrest and suppression of dangerous crimes. Human justice concerns itself ostensibly to deter and prevent, and not to screen from crime and the inevitable consequences of offending; and whenever the methods of official procedure and of penal treatment, relating to the various classes of offenders, are made in the highest degree consistent with each other as well as just, speedy and certain in their operation, then, but not till then, will the highest degree of correctional and saving influences of penal discipline be realized. General obedience to law cannot be secured in this State, particularly in the great cities, unless crimes and offenders are vigilantly and promptly detected, and punished justly and speedily. Increased respect for, and obedience to, the laws against crime, being necessary for the welfare of society, the question of the

reformation of individual offenders is logically of secondary importance, and, consequently, the punishments that secure the highest degree of obedience to the laws are warranted. Fortunately, the inculcation of respect for the laws in the ranks of society, whence issue the offenses to be repressed and the offenders who fill the prisons, can be rendered certain only by adding to the influence of penal inflictions the still greater and more controlling agencies which enlighten the mind, awaken the conscience, and inspire substantial hopes. Practically, the very abject conditions of the physical and moral nature of the offending and dangerous classes who come under rigorous penal discipline, compel society in self-defense and in the service of humanity to apply reformatory and preventive measures to the sources of crime. In several previous reports, the nature and necessity of this view of the sources of criminal life have been presented. Further evidence on this subject indicating the nature of efforts which, in great cities, are most urgently needed for the prevention of entailed and habitual criminality, will be found appended to the present report. It is a significant feature in the history of improved prison discipline in this State that, while citizens were so awakened to their duty as to demand this improvement, they are steadily increasing the reformatory means by which the ranks of crime shall be diminished.

In concluding this report, the Executive Committee of the Prison Association would place on record this brief statement of the ground on which an improvement in the penal code is desired by the people. The speedy detection and examination of offenders, the prompt, just and conclusive procedures against crimes, and the effectiveness of prison discipline and reformatory measures will be promoted by the desired improvement of the penal laws. The specification of details concerning this subject pertains to the jurists of this State, whose studies and experience the Legislature never invoked in vain. The outlines of a complete system of harmonious laws and methods relating to crimes and the judicial procedures concerning them which the honored Edward Livingston left to his countrymen, are in their hands, and if a revision and improvement of the penal code were based on the essential doctrines of that system, it would be a reform which citizens would appreciate and cordially support. In that system of law and procedure, the great jurist has so clearly defined the grounds on which a State must proceed in the treatment of offenses and offenders, and of the sources, prevention and reformation of individuals or classes, that New York may reasonably be urged to avail herself of the benefits of that great practical study of one of her most gifted sons, as a basis for a penal system worthy the civilization and morality of the people. In order to arrest criminal careers, to suppress dangerous crimes, to

deter from crime, to reform such offenders as may be reformed, and also to apply adequate preventive agencies, will it not be necessary to follow out the essential parts of the system planned by Livingston's masterly hand for the Criminal Code of a State, namely, the parts concerning Crimes and Punishments, Procedure, Evidence, and Discipline and Reformation?

The complete remodeling of the prison system in New York is already commenced with auspicious promise. The present well-directed efforts for the improvement of the felon prisons should soon extend to county prisons and penitentiaries; and the very spirit and purposes of the State Reformatory for young felons should animate the administration of public justice itself, namely, to check crime through the systematic cultivation and discipline of such as may be reformed, and the remainder to restrain.

The opening of this era of progress and realized hopes in regard to the improvement of the felon prison government is thankfully regarded by the undersigned as amply rewarding all past effort to attain this beginning of a reformed prison system. Enlightened citizens and the Legislature, who not only have confirmed the first legal steps upward to such a system by which crime must be repressed, but who have, in the laws of 1877, provided for the separate and special discipline of dangerously depraved convicts in the State prisons on the one hand, and, on the other hand, have inaugurated at the State Reformatory, and for America, a new prison system, may reasonably hope, in the near future, to deal successfully with evils which prevail in the minor courts, and are still inherent in the laws and methods of procedure against offenders. Citizens who concern themselves for the suppression of crime and the healing of its causes, will need ever to have in view, says Livingston, the ends to be attained by penal discipline — "punishment and reformation. So much punishment as is necessary to deter others from committing the crime and the offender from repeating it; every alleviation not inconsistent with those objects that will cause the culprit gradually to prefer a life of honest industry, not from the fear of punishment, but from a conviction of its utility. That system of prison discipline will make the nearest approach to perfection that shall best attain these objects." Happily the highest measure of discipline which experience has found to be adapted to deter from crime, and the most effectual training of the young offenders who have begun a criminal career, are proved to be wholly consistent with the measures which human sympathy, sanitary care and religious obligation ever require to be devised for the welfare of friendless, disordered and depraved fellow-beings. There is ample evidence that every improvement in the discipline of

prisoners, jails and reformatories will be attended with a corresponding increase of success in the efforts to repress crime and rescue individuals from the criminal ranks.

THEODORE W. DWIGHT,  
*President.*

SINCLAIR TOUSEY,  
*Chairman of Executive Committee.*

CEPHAS BRAINERD,  
*Recording Secretary.*

ELISHA HARRIS,  
*Corresponding Secretary.*

NEW YORK, May 2, 1877.



## APPENDED STATEMENTS.

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### THE STATE PRISON FOR WOMEN.

At this branch of the Prison at Sing Sing, Mrs. Pierre Van Cortlandt has carefully studied the wants of every inmate, and, with all the concern that a christian lady could have for the unfortunate and depraved of her own sex, her counsels have been given to the convicts before their liberation, and as long as her communication could be kept up. The summary of certain records kept by Mrs. Van Cortlandt concerning the liberated women, as shown upon a subsequent page, presents abundant evidence that, as she has remarked, were none of the unhappy women rescued from crime and wretchedness, still those causes that made them criminals must be ascertained and understood in order to prevent their occurrence in other lives. The duty thus undertaken by a most careful student of penal and reformatory discipline and instruction may ere long produce other fruit than that which the liberated women exhibit, as some do, in their penitent lives ; the richer fruit of improved methods in the new organization of a State Prison and an Industrial Refuge for Criminal Women. In former reports the necessity for a classified or graded Prison, and especially for an Industrial Refuge for the convicts on their release from imprisonment, has been alluded to and strongly urged. The time has now arrived for a thorough investigation of the question, What ought the State Prison for Women to be?

It is not our purpose in this introductory note to the usual summary of the record from Sing Sing, to present any outline of a future duty, which must be largely shared by such ladies as Mrs. Van Cortlandt and Mrs. Lowell ; but the time is near when all enlightened communities will arouse themselves to the fact that, terrible and costly as the career of a man wholly given up to crime may be, that of a woman is vastly more dreadful and more costly. Let the veil of silence be drawn between the scenes of depraved and desperate women in Police and Sessions' Courts and the citizens, who must instruct their police and court officers never to degrade woman or child in any place nor by any method. Until the State shall have provided a Prison and a Reformatory Refuge for criminal females, and until every county and city has more suitable places of detention for women than the present common jail, most of those who suffer arrest and conviction

for crimes will become destroyers and injurers for their lifetime. It must be remembered that hope cannot be extinguished in any mind without hazard to society itself, and that if smothered and blotted out in a female offender, her life thenceforward will cost the people vastly more when she is free from prison than when in, however great the expenses of the prison for women. The "Crofton system" of penal treatment as applied to female prisoners, provides so completely for rekindling the inspiration of hope and the light of religion in the minds and lives of the convict women, that the results have surpassed all that was promised or expected. But under that system, and as we may now expect, if a new prison for women is organized in New York, under the N. Y. Reformatory and Refuge system, convict women will never be sent rudely back into the communities whence they came, but only by preparatory and well-protected degrees, and through an Industrial and Instructional Refuge, in which each one acquires both the habits and the means, and even some well earned accumulations for her self-support. The Carlisle Refuge at Winchester, and the Wakefield Prison and Refuge in England, and the Industrial Refuges at Mountjoy and Golden Bridge in Ireland, have already borne riper and more abundant fruits of penitence and reformation than their founders would have predicted. The best of results attainable are those which prove that far the greatest number of convict women may be permanently withheld from crime and vice in all the future, and at the same time become self-sustaining by their well-learned trades and diligent occupations.

E. H., *Cor. Sec'y.*

## REPORT ON THE STATE PRISON FOR WOMEN.

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BY MRS. VAN CORTLANDT.

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During the past year, seventy-nine female prisoners have served out their term of punishment, receiving commutation (one of the number dying on the day her sentence expired). I have visited all of these except two, from seeing whom I was prevented by illness, and was gratefully received by all save one—a convict serving out her third term—who rudely repelled all attempts at conversation. I mention *this* as a solitary instance, having visited up to January 1, 1877, 221 women, and having been cordially and pleasantly welcomed by them. Of the seventy-nine discharged convicts, thirty-seven own themselves intemperate, twenty-nine are under twenty-five years of age, sixty-five were serving out their first term, thirteen their second and one her third. Eighty-four women have been received at the prison during the year, two of them being convicts who had escaped and been recaptured, and two returned from the Lunatic Asylum; four have been transferred to the Asylum, two have been pardoned, and four have died in prison. I regret that I can add nothing to my last year's report on "Improvement in the Classification of Crime." The limited accommodation still makes it often necessary to put two women in one cell; and detrimental as this is, physically, the moral effect is far worse. Nothing can be accomplished in the way of reform until sweeping and radical changes are made. These will, no doubt, be made during the coming year, if the Legislature listen to the voice of the Investigating Commission, who unite in recommending the removal of the Female Prison from its present most unsuitable location. I forbear, therefore, from urging more room (a ward for the very sick and dying, and a place where the dead may be laid during the brief space intervening between death and burial) in the hope that, in a new prison, all these demands may be fully met. There is a work of the greatest importance to be done for those leaving the prison—one which should begin at the very threshold—for no sooner does the door close on those liberated women than their danger begins. I speak advisedly, when I say that temptations assail them before they reach the railroad station at Sing Sing. In England, a matron accompanies every discharged convict to her home, if within a reasonable distance from the prison, delivering her over to her friends, or at least

procuring her ticket and seeing her safely in the cars. As most of our convicts are from New York, the expense of sending a matron would be small (infinitely small when compared with the good effect gained). Three hundred dollars per annum would be a very liberal allowance for this purpose. Beside, in some few cases, insuring the future well-doing of the convict, by returning her to home influences and restrictions, the matron, if sensible and shrewd, would obtain some inkling of the surroundings which might be of use hereafter. Should the State grudge this small amount of expenditure, are there not Christian men and women in the great city who can and will place this amount in the hands of the managers of the "Isaac T. Hopper Home," and enable them to send a proper escort for the outgoing convict? Within the last six months I know of two women who, I think, would have gone to that Home, but who, before they reached New York, were induced to give up their good intentions. I do not pretend to say that the home influences are in all cases good; many of the women have been trained up to crime in their own homes, and follow it with a persistence which, if applied to better things, would have distinguished them; but there are many young girls who would fain go to their homes, and, for shame's sake, dare not; yet who, escorted and cheered by a judicious matron, might be induced to return and lead lives of honesty and virtue. Is not the experiment worth trying for at least one year? For those who have no home or friends, a place ought to be provided where they may be trained for honest labor. The "Isaac T. Hopper Home" could not take in all these women; and, indeed, a Country Home would be preferable, for obvious reasons. No one but those conversant with these convicts can realize under what discouraging circumstances they are launched from the prison into the vortex of the city streets. If they escape the perils of the way, and do not desire to return to their old haunts, what are they to do? They are penniless, and "move on," from a policeman, is their first experience — so they *move on*, and where? Those who return to serve out a second term can best answer *that* question! Kindly-hearted people talk over this sad state of things, and would gladly, they say, help to remedy it, and there it ends! They cannot take a discharged convict into their homes; indeed, it would not be wise to do so. They could, however, give practical aid by establishing a "Country Home" where these poor struggling sinners might rest for a short time before going out into the world again. We cannot rid ourselves of this responsibility. In the truthful words of Miss Mary Carpenter, "they are part of 'our society,' they belong to ourselves, they are '*our* convicts'" and *we* must help them to better

things; aiding them to "live down" their guilty past, providing them with honest employment and watching over and guiding them.

One word for the little children born in the Prison. The State does not cumber itself with these "waifs and strays," save to order where they shall go when old enough to leave their mothers; and the very scanty wardrobe needed by them is usually given by the matrons out of their meager salaries. This should be remedied at once.

I cannot close without acknowledging the unvarying kindness and courtesy of Mrs. Clark and her assistant matrons. Every visit I make affords more and more insight into their duties, trials and responsibilities, and causes fresh amazement at their patience and endurance.

CATHARINE E. VAN CORTLANDT.

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## REPORTS OF SPECIAL COMMITTEES,

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It is expedient to present only a few of the reports from the counties in this place, and to invite attention to the special points which these contain. The efforts which must be put forth for the total reconstruction of the *system* of jails and minor prisons, for the use of county authorities, before any reconstruction of the old county jails is thought of, cannot be much longer delayed.

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### ALBANY COUNTY.

"The county jail contained 68 inmates on the 1st of January, 17 of which were females, and 3 were children under 16. \* \* \* Giving permanent employment to men leaving the Penitentiary does more for them than it would be possible to do with money." \* \* \*

ALBANY, *January* 25, 1877.

CHARLES REYNOLDS,  
*Secretary.*"

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# STATISTICAL SUMMARY OF REPORTS ON COUNTY JAILS, AT THE END OF THE YEAR 1876.

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## SUMMARY, etc. — (Continued).

COUNTY.	Nature of offenses.	Is any kind of self-supporting industry practicable within the jail precincts?	Is a library and a supply of suitable reading provided?	Are children under 17 allowed to associate with older prisoners?	Are the two sexes so separately imprisoned as wholly to prevent communication between them?
Broome.....	Grand larceny, burglary, murder, arson, etc.	Possibly.....	A poor one; some newspapers.....	No.....	Yes.
Cayuga.....	Grand larceny, burglary, forgery, arson, etc.	No.....	Bibles.....	No.....	Yes.
Chemung.....	Grand larceny, burglary, forgery, assault, etc.	No.....	No.....	No.....	Yes.
Clinton.....	Grand larceny, burglary, forgery, assault, etc.	Stone breaking.....	Supplies from outside.....	Yes.....	Yes.
Columbia.....	Grand larceny, burglary, bigamy, arson, etc.	No.....	No library.....	Yes.....	Yes.
Cortland.....	Burglary, murder, forgery, larceny.....	No.....	No; some contributions.....	Yes.....	Yes.
Delaware.....	Grand larceny, burglary.....	No.....	No.....	No.....	No.
Dutchess.....	Grand larceny, burglary, assault to kill.....	No.....	No.....	Yes.....	Yes.
Fulton.....	Grand larceny.....	No.....	Yes.....	Yes.....	Yes.
Genesee.....	Grand larceny, burglary, forgery, assault to kill.....	No.....	Occasional papers.....	Yes.....	Yes.
Livingston.....	Burglary, rape, burglary, assault to kill.....	No.....	Papers only.....	Yes.....	Can talk to each other.
Montgomery.....	Larceny, bigamy, forgery, assault to kill.....	No.....	No.....	No.....	Yes.
Ontario.....	Grand larceny.....	No.....	A few books remain.....	Yes.....	Yes.
Oswego.....	Grand larceny, burglary, rape, arson, seduction.....	No.....	Scanty.....	Yes.....	Yes.
Richmond.....	Larceny, burglary, assault, perjury, forgery, etc.	No.....	S. S. books and papers.....	Yes.....	Yes.
Schenectady.....	Grand larceny, burglary, bigamy, arson, assault to kill.....	No.....	No.....	No.....	Can converse.
Schuyler.....	False pretenses, forgery, receiving stolen goods.....	No.....	A small one.....	No.....	Yes.
Sullivan.....	Burglary, larceny, rape, false pretenses.....	No.....	No.....	No.....	Yes.
Tioga.....	Grand larceny, forgery, abortion, burglary.....	No.....	No.....	No.....	Yes.
Tompkins.....	Forgery, arson, burglary, assault, abduction.....	No.....	No.....	Yes.....	Yes.
Wyoming.....	.....	No.....	No.....	Yes.....	Yes.

## BROOME COUNTY.

"The total number of commitments for the year was 978, of which 22 were females. There were 363 for drunkenness and drunkenness and disorderly conduct, 91 for vagrancy, 46 for larceny, 19 for burglary, and 1 for arson. The remainder were committed or arrested for minor offenses.

During the year there have been 38 indictments, 32 of them in the Court of Oyer and Terminer, and 6 in the Court of Sessions. There have been 16 convictions, 7 in the Oyer and Terminer and 9 in the Sessions. Of these, the more serious crimes were 8 in number, as follows:—Grand larceny, 2; burglary, 1st degree, 1; burglary, 3rd degree, 2; murder, 2nd degree, 1; arson, 4th degree, 1; assault with intent to kill, 1.

The condition of the jail is excellent, and is under the management of Mr. S. F. Black, whose fidelity both to the public interests and to the prisoners is unimpeachable. The prison committee of the county, though composed of the best of men, has been negligent of its duty. Some awakening of interest among them would redound to the advantage of the prisoners and would be felt by them. The prisoners are supplied with some miscellaneous reading matter, and there is a meagre jail library."

(Signed)

WILLIAM A. MCKINNEY,

*For the Committee.*

## CAYUGA COUNTY.

The Committee reports that there were 170 persons admitted to the jail during the year, of which 150 were charged with drunkenness and disorderly conduct, and 5 for vagrancy. The Special Sessions courts report 432 convictions, while the Courts of Record report 67, of which 7 were followed by sentence to State Prison, and 6 to Penitentiary. The chairman of the committee states that "few children have been sent there during the year. Those that would naturally get there belong to the 'truant' class, of which we have quite a number in our midst. These properly come under the provisions of the law for 'compulsory education,' which is not enforced in our county, and is not likely to be without some further amendments. If the Legislature would pass a law making a district composed of three to five counties, and require such a school as the 'Compulsory Education' Act contemplates to be established within its boundary, where truant children could be sent (the expenses to be paid by the counties embraced in the district), it would lessen the objections now made in our interior counties to the enforcement of the Act."

Dr. S. Willard, the senior member of the Cayuga committee, states

that "a very prolific source of crime, both of major and minor magnitude, is intemperance. By habitual indulgence, conscience, which distinguishes man from brute, is obliterated or dormant, and the distinguishing principle being destroyed, he becomes a brute. But the primal cause of wickedness and crime lies beyond this pernicious habit—a cause the more deplorable because it attracts comparatively little attention. A very large per centage of criminals receive their early and only education in the schools of vice, and it is no marvel that they graduate in the felon's cell. If the State should spend as much in cultivating the mental and moral nature of children and youth as it loses in punishing the grown-up convicts, the over-crowded population of prisons would be greatly diminished. As an illustration, compare those who are properly cared for at our Cayuga Orphan Asylum with those under the pupilage of parents, who, among depraved associates, are brought up to steal, and have no faculty to measure their grade of offense.

"In reference to the treatment of prisoners, I have a word to express with emphasis. No improvement should be expected from the most kind, sympathetic, humane and christian treatment, as long as the practice prevails of permitting the juvenile and comparatively innocent offender to associate with the hardened and incorrigible villain. Would you expect to reform an inebriate by having him take lessons of a drunkard? Prisoners have told me that they were novices in crime when they entered this prison, but by associating with old offenders and hearing their boasts of crime, they were much better qualified to practice it than they had ever expected to be. They left the prison worse than they came, and this is one fruitful cause of their coming back. Whatever else is done to reclaim the offender, all reasonable hope is lost, as long as there is a miscellaneous commingling of old and young criminals.

"There is another subject of much importance which deserves the very thoughtful consideration of your society: The government of the prison must be defective, where the offenders have no fear of punishment for the most flagrant insults and violence. A prisoner may knock his keeper down or spit in his face, and, under the existing law, may have no fear of punishment, in consequence of which discipline is very lax. A willful offender should, in some appropriate way, be made to feel his punishment."

#### COLUMBIA COUNTY.

The committee report: "In regard to our work in 1876, we have visited the jail and held religious services every Sabbath; we have had a respectful hearing and hope some good impressions have been made. We have had a few lads under 17, and we earnestly protest against the

plan of making them associate with older persons hardened in crime; but, as our jail is now constructed, we do not see how it can be avoided. We need a new jail, if crime increases as it has done. We find that most of the crime in our county is committed through the influence of intoxicating liquors.

*"Committee's report of Jail-work for 1876.* — Visits made, 52; average number present each Sabbath, 11; number of secular and religious papers distributed, 1,103; pages of tracts distributed, 3,631; testaments and gospels, 29; tracts sent to Clinton and Albany, 163; letters sent, 2; advice given to 26 released prisoners; and assistance, in money, to 2.

"So far as possible, we keep a record of dates of those who are sentenced to other prisons and write to them and help them when they return."

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#### DELAWARE COUNTY.

Dr. Ferris Jacobs, chairman of committee, remarks: "Our criminals and paupers chiefly come from the old source of all kinds of mischief and degradation. It is difficult to reach them. The moral nature is to be reached largely through the intellect."

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#### DUTCHESS COUNTY.

Mr. H. Loomis, Jr., on behalf of the committee, states: "We repeat the general statements and suggestions of our report of four years ago. The same evils exist, and, in the present organization of the jail system and arrangement of the building, it does not seem practicable to remedy them. Our hope that there will soon be such a reorganization of our criminal procedure as that the jails will become only places of detention is so great that we could hardly wish to see the building expensively arranged for convicted prisoners under sentence for whom, in their small numbers, it is so difficult to provide labor or correctional discipline. District Penitentiaries seem to us now the first and most absolute need, with more complete and special provision for juvenile offenders.

"Then we would like to see absolutely solitary confinement during the temporary incarceration of those awaiting trial. At present, the sexes are not completely separated, and offenders of all ages lazily stew together in an atmosphere alike physically and morally polluted. Next in pressing importance, it seems to us, is the establishment of an Industrial School for Girls at some place on the Hudson—similar to that at Middletown, Conn.,—where girls from ten to eighteen, who have no other guardianship, but are not necessarily under criminal charges, may

be trained and disciplined till homes can be found for them. It should not be a State institution, but should receive weekly allowance for all who are committed under public process. This is the most important measure in connection with the means for the prevention of crime which you ask us to suggest; and the very great and remarkable success of the Middletown (Conn.) school, and of similar ones elsewhere, leads us to the opinion that no expenditure of the same extent can be made to accomplish a nobler result. We shall hope that the subject may be brought prominently before the attention of the philanthropic citizens of our Hudson River towns. We think it not too much to hope that such an addition as this to the benevolent resources of our community may certainly be secured.

"Members of Y. M. C. Association have continued to hold weekly services in the jail, and have made provisions for papers and more valuable kinds of reading for the inmates, and have in various ways interested themselves in their wants."

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#### JEFFERSON COUNTY.

Mr. Richard G. Keyes reports that "An examination of the jail record of this county gives the following result: Committed during 1876, 333; for drunkenness and disorderly conduct, 266; of the 333, there were 298 intemperate; 13 were committed for drunkenness only, showing that disorderly conduct generally accompanies drunkenness; 5 males and 5 females were committed for vagrancy, and 4 of the former and 3 of the latter were intemperate. In looking over the jail record for the year, I found that there were 22 sent to the Onondaga Penitentiary, 21 of whom were designated as intemperate, and of the few sent to State Prison, all were intemperate. One, under sentence for murder, who committed suicide the night following his sentence, was an intemperate man.

"The religious interests of the prisoners are cared for, religious services being held there very regularly. Within the last few weeks, a very remarkable temperance movement has been in operation in this city, quite similar to the one in Pittsburgh (Pa.). It has reached even the jail. \* \* \* "

Mr. Jesse M. Adams writes—"Much good has been done through the visiting committee during the past year. Religious services have been held regularly every Sunday afternoon by two or three persons adapted for the work, led by one of the committee. Several who have been sent to prison, occasionally write in thankfulness for the light they have received from us, and the few letters and papers sent them

inspire them with new courage and hope, as if some friend at home had really touched their hearts for good. Many have signed the temperance pledge; many are taught through good and wholesome reading. Prisoners left longest in jail seem to be affected the best, as the oft-repeated services make a deeper impression on both mind and heart, yet, of course, the most go out to fall by almost the first temptation offered, having no moral principle to live by, or stamina within them to keep them from the evil. These are defective in their early training, defective in their education and right views of life, defective more particularly in moral principle; yet there is hope of making even the worst to see their folly and turn to right principles.

"Most of the arrests are from drinking and idleness. Both lead to evil, and that continually. The Temperance Reform Club, started among the worst in our city of late, has cut off nearly all the minor arrests. Tramps are common, and they seem to care little for what is good and right, so that they get a living, fair or foul as the case may be, having a mania for traveling, knowing nobody and caring for nobody."

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#### KINGS COUNTY.

Rev. J. G. Bass reports:—"During the past year the county jail has been regularly visited and religious service held by me every Sunday morning. The place assigned us for this purpose (the best in the building) is poorly adapted, being much too small to accommodate even a third of those who would gladly avail themselves of the privilege of attendance on Divine worship. This has created discontent in the minds of many of the prisoners who wanted to attend but were prevented, and placed the keepers in the position of deciding who may and who should not attend the services.

"The question of building a new jail is again under consideration, with good prospect that Kings county will not much longer bear the stigma of having the worst jail in the country. It is also hoped that in building, some provision will be made for a chapel in which all disposed may assemble and comfortably listen to religious truth.

"*Kings County Penitentiary.*—My visits to this prison have been frequent, averaging more than four a week. The field of usefulness here is broader than in the jail, and all the opportunities for doing good more at hand. Rev. Father Hickey has a Roman Catholic service in the Sunday forenoon, the writer, a chapel service in the afternoon, with an average congregation of three hundred, and a short service in the prison hospital. It is understood by the prisoners that they can at any time

have personal conversation with me on matters of interest to them, and many avail themselves of this privilege.

"The Prison library, under the charge of a careful, efficient man, is doing a good work. Over six hundred volumes are issued each week. A further supply of books is much needed. Bibles and testaments in eight languages have been given out. The hospital is carefully supplied with suitable reading, and it will compare favorably with any hospital in the land for cleanliness, light, ventilation, nurses, and all that is needed for the comfort of the sick. The school is still in operation, doing all that we could anticipate or desire. The money allowed by vote of the Board of Supervisors to discharged prisoners (whose record has been good) has worked well in nearly every case, saving the ex-convict from begging or stealing, and placing many in circumstances to leave the city and others to engage in business.

"I believe that every moral and religious appliance is in operation in this prison, and that every inmate — Catholic or Protestant — under the guidance and sympathy of a teacher of his own faith, has an opportunity before him of reformation of heart and life.

"The number of prisoners received during the year 1876 was 1529, of whom 780 were natives-born, and 749 foreign; 268 were under 20 years of age, 590 between 20 and 30, 359 between 30 and 40, and 312 over 40 years of age."

Mr. William Hadden states: "During the past five years I have given close attention to the influences of the Sunday services, and I have become more and more impressed with their usefulness in a reformatory way. Many a man has come into the corridor where our services are held, in despair, and returned to his cell with new hope born of the blessed words of the gospel. \* \* \* Our audiences are decidedly heterogeneous in character. The professional thief, the twenty-day rounder, boys of all ages, children and infants in arms — worse than motherless — with a large proportion of women of all ages, give a variety to our gathering that is rather encouraging than otherwise, as it widens the possible field of usefulness, and is an indication of the general interest taken in our services. In our contact with the men and women we thus meet every week, there naturally occur many cases of want to be relieved, advice to be given, and letters to be written; and to Mr. Bass, our chaplain, come frequent opportunities to exert a desirable influence in the court-room or before the trial; but we have been taught most thoroughly that human nature, even at its lowest, has other thought and care than of what can be eaten or put in the pocket, and that the gratitude of the poor prisoner is as sincere and of as high a tone as that of the most refined and cultured.

"With regard to the jail building, its insufficient accommodation, its



pestilential odors and health-destroying cells, they are matters of constant public discussion. During the terrible heated term last summer, the condition of the prisoners in the jail was pitiable in the extreme. Almost every cell was overcrowded with men, obliged, by the oppressive heat, to remove their clothing and sit, as I have seen them, in almost complete nudity, perspiring at every pore and panting for a breath of fresh air. It is a crying shame to a christian people and an outrage to humanity that nothing has been done to improve the condition of this building, when the true condition of affairs has been a matter of public comment so long. \* \* \* Tons of disinfectants and whitewash will not efface the crime of neglect that rests upon our people in this matter. Millions have been spent upon parks and boulevards, fountains and public squares, but the cry from the overcrowded jail has been unheeded. At times, as at present, there occur certain spasmodic indications of interest in the matter, but the public conscience soon settles back into the old condition of apathy, and nothing is done.

"Whether the time will ever come when our community will become aroused and realize its responsibility to its unfortunates and criminals, and provide such accommodation for their temporary incarceration as shall not be a school for crime and the destruction of all self-respect among the imprisoned, remains to be seen. Until this does occur, we shall wait impatiently, and, in season and out of season, urge this matter in private and public, so that no portion of the disgrace shall rest upon the Kings county branch of the Prison Association of New York."

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#### LIVINGSTON COUNTY.

The sheriff of this county adds this important statement: "I think some way should be devised by which boys committed to jail should not be thrown into the company of the older men who are so often hardened in crime, and who rejoice in developing whatever is vicious in the young men who may be so unfortunate as to be in their company."

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#### NIAGARA COUNTY.

Mr. Charles T. Kilborne, chairman of committee, reports: "During the past year, our Young Men's Christian Association has continued the visitation and Sunday service at the jail through the Prison Association's committee. In the services and personal religious conversations, we have received respectful attention, and, after their discharge, some of the prisoners have come to our Y. M. C. A. rooms, and there

received sympathy and encouragement in their newly-formed purpose of a better life. Although the depression in business has operated to our disadvantage, yet we have been able to assist some to employment, and others to return to their former homes. We have also persuaded several to prove the genuineness of their professed penitence and declared purpose of reformation, by acknowledging their guilt and receiving their just sentence, thus saving the county the expense of a trial. The large majority of persons have given no indications of having been moved to a desire or purpose for any thing better, but the knowledge of the few who have been reached, greatly encourages us.

"A supply of religious papers is distributed each Sunday, and we hope, at our next annual statement, to report a permanent library. I can but express my regret, as in previous reports, that nothing has been done to provide employment of some kind for the prisoners, and I am convinced that to this enforced idleness and the opportunities afforded for communication with each other, is to be attributed the fact that many graduate from our jail more proficient in crime than when they entered. If this matter were seen by the community in its real light, it would seem that it could be no longer neglected. The importance of industry and education can hardly be overestimated in the attempt to effect a reformation among this class. The removal of all children from our County Poor-House to the "Home for the Friendless," of our city, is a long step towards checking the hereditary crime and pauperism which have heretofore been so prolific. It is a "Home" for children (although a few old persons are taken care of) and is doing an excellent work, with its *family* feature very kindly and well carried out. The children all attend the public schools — two of which are located not far distant —, have no distinctive dress or uniform, and are encouraged to believe that there is no good reason why they should not be useful and respected members of society, if they choose. This separation from old surroundings and associations, and the bringing to bear upon them of new influences, especially the conscientious kindness which all share alike, is already bearing fruit, and those who were active in securing the passage of the law, under which the new order of things has been brought about, have reason for great satisfaction at its workings thus far.

"A religious service is held each Sunday at the Alms-house, conducted by our Y. M. C. Association, and from the officials at jail and alms-house we have received uniformly polite and courteous treatment.

"We congratulate the Prison Association upon the adoption of the Constitutional Amendment, which their unwearied efforts have finally carried through, and from which we expect excellent results in the near future."

## ONEIDA COUNTY.

The following circular shows what duties have received full attention in this county. The committee at Utica says in this circular which was issued by them and followed up by personal efforts: "We are desirous of calling your attention to the following law, passed by the Legislature of this State May 28, 1875, providing for the detention of witnesses and women and children in places other than common jails.

[Laws of New York, 1875, Chapter 464, page 581.]

"AN ACT to provide houses of detention in the several counties in this State for the safe-keeping and proper care of women and children charged with offenses and held for trial, and also for the detention of all persons held as witnesses.

PASSED May 28, 1875; three-fifths being present.

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

SECTION 1. The boards of supervisors of each of the counties in this State, except in the county of Kings and city and county of New York, are hereby authorized and empowered to procure, by lease or purchase, a suitable place or places other than common jails, for the safe and proper keeping, and care and keep, of women and children charged with offenses and held for trial, and all persons detained as witnesses; such places to be termed houses of detention.

§ 2. Whenever a house of detention shall be provided in any county according to the provisions of this act, any magistrate in such county authorized to commit persons charged with offenses and held for trial, shall direct on his order of committal, in case the person charged is a woman or girl, or a boy under sixteen years of age, that such person be placed in the house of detention in his county instead of the jail, and every person held as a witness in such county shall be placed in such house of detention.

§ 3. This act shall not apply to any person charged with crimes punishable with death or imprisonment in State Prison for a term exceeding five years or charged with a second offense.

§ 4. The sheriff in each county shall have charge and control of such house or houses of detention, and shall be entitled to collect from the county the same fees and compensation for the care and board of said persons as are now allowed by law for the care and board of prisoners confined in the common jail.

"You are aware that persons who are so unfortunate as to have knowledge of the commission of crime by others, if they are poor and likely to move away at the time of the trial of the criminals, are put in jail to secure their attendance as witnesses. During the year of 1875, a woman was placed in the jail at Utica six months, not for any offense of

her own, but for the misfortune of knowing something about the offenses of others. Such imprisonment is not only barbarously unjust to the witness, but it is likely to increase crime by degrading the witnesses and converting them into criminals.

"The course of procedure towards women and children charged with offenses for the first time, and unable to procure bail, while awaiting their trial, is hardly less barbarous and unwise than the treatment of witnesses. The theory of the law is, that these persons are to be deemed innocent until, by trial, they are found to be guilty, and yet they are thrust into jail among the most hardened offenders and kept among them until they are taken to court. One would imagine that this was done to make sure they would come out of jail guilty if they entered it innocent.

"Two little boys residing near Deansville, in this county, one eleven and the other thirteen years of age, were charged with some petty offense for which the justice thought they ought to be tried. Nobody was found to bail them, and they were sent to the jail at Utica, kept there two months and then sent to the jail at Rome, and kept there about two months; and when the day of trial came no one appeared against them and they were discharged. We dread to have our children with depraved men a single hour, but here was an exposure of these children to such influences four months. The Sheriff found them to be good children, and kept them away from criminals as much as possible, but they were in jail and must carry with them through life its impressions and influence and stain.

"Last year the Board of Supervisors of the County of Oneida authorized the Sheriff of the county to fix up four rooms at the Hospital, in the city of Utica, for the purpose of carrying into effect the annexed law. This has been done at a comparatively trifling expense, and we respectfully but urgently request the Board of Supervisors of other counties to follow this good example.

"JOHN F. SEYMOUR,

"WM. J. BACON,

"EDWIN HUTCHINSON,

"THEO. P. COOK,

*"Local Committee of the Prison Association of New York."*

UTICA, December 2, 1876.

## ONONDAGA COUNTY.

Mr. J. C. Williams states: "The sources of crime are many, and first among them, I would place the use of tobacco and alcoholic drinks as most fruitful sources of disorder and crime, both in children and parents, because the appetite is transmitted from parent to child. Ignorance is another cause of crime, which in this age of public schools, free to all, should be remedied. The more intelligent we can make our children and growing youth, the fewer criminals there will be. It costs much less to educate them than to support them as criminals and paupers.

"The neglect of parents to require of their children, obedience to good and wholesome regulations in the family, a proper respect for parental authority and a just regard for the rights of others, leads, in many cases, after the children are grown up, to cruelty, injustice and wrong-doing, and to a disregard of salutary laws that finally brings them to prison, and sometimes to the gallows.

"Many children, who have lost one or both of their parents, are sent to the House of Correction and to the Penitentiary for some little misdemeanor, and there get their first instructions in vice, and, in after years, become criminals and paupers, whereas, with proper care and instruction while young and forming their habits, they might have been respectable and useful members of society. Our judgment is that no child should be sent for any length of time to a House of Refuge or to a Penitentiary, if it can possibly be avoided, and then, in most cases, 3 days would be better than 3 months.

"Idleness, caused by the present stagnation in business, seems to be an unavoidable source of crime; thousands in our cities who would gladly labor and support themselves, cannot find employment, and many, too proud to beg, steal rather than starve.

"Another great source of crime is the production of natural criminals, from the lower and vicious classes who have been thrown among us for the past few years from foreign shores. How can we expect children who are brought up to get a living without labor or by stealing, to be any thing but criminals?

"The evil effects of placing young criminals in prison with those who are adepts in crime, is more apparent to us day by day, and should be avoided."

Mr. H. Babcock adds to the above statement: "We visit the prisoners and keep up our Bible class once a week, and this winter a school has been opened for two evenings in the week. The prisoners are well cared for and comfortable."

## ONTARIO COUNTY.

Mr. Cyrus W. Dixsen reports on behalf of the committee : — "Myself and my sister have continued the work (in which we have been engaged for 10 years) of jail visitation on the Sabbath, and others are associated with us to assist in the singing and exercises. With very rare exceptions, I find no where else, more earnest attention seemingly given to the presentation of religious truth, and we feel assured that much good has resulted. \* \* \* Boys are thrown in among the older and hardened criminals and exposed to most pernicious and debasing influences, and it is high time that some means were devised for their separate confinement.

"The statistics of our county for the last year as regards intemperance are appalling, and I reiterate my conviction, that the penalty should be increased according to the number of times the offense is committed. There are many who seem to like getting where they can be fed and have a good time at the expense of the county, and for such persons, in case of a second offense within six months, I would make the penalty, confinement in cell for a period of 5 days, and for a third offense, the same for 10 days. Where there are no facilities for labor something should be devised to make the penalty more distasteful. The proportion of female convicts has been rather larger than usual. Some of them are old offenders, hardened against all susceptibility to moral influences.

"We gather up religious papers that would be likely to interest the prisoners and distribute them on our visits, but we find that, unless some of the sheriff's family interest themselves and assume the oversight, books are soon destroyed, and but few volumes are now left of the library. A thorough and radical reform is needed, and we hope that means may be devised for rendering our jails reformatory in influence, instead of being, as they are too often, hot-beds of vice. \* \* \* We think that our jail in its sanitary arrangements will compare favorably with other institutions."

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## ORANGE COUNTY.

Dr. J. H. Thompson reports : "The Association is laying the axe at the root of the tree in seeking to separate the youthful offender and those whose characters have not yet acquired a criminal taint, from contaminating association with inveterate and hardened criminals. \* \* \* The herding together of all classes, without distinction of age, sex, or the character of the offense, convinces me that the jails serve rather as schools of vice than as means of reformation. This commingling is coincident with enforced idleness, and what more favorable opportunities could be desired for vicious instruction? I may mainly

charge the culpability of such neglect upon the supervisors, who possess the power to remedy the evil by the employment of the prisoners, the facilities for such industrial occupation being easy of access. The kind of labor I refer to is stone-breaking for macadamizing the roads and streets. The material for this labor is readily available, and the grounds connected with the jail are ample for carrying on the work. \* \* \* In this place I take occasion to note the similarity of this proposition, as regards the labor recommended, to the plan embodied in a bill pending in the Legislature at Albany, which contemplates the hiring of buildings for industrial uses. In the operation of my suggestion, however, the expense incurred would only be the erection of sheds at little cost. \* \* \*

"It gives me satisfaction to note the excellent effect of sending short-term convicts to the Penitentiary at Albany, instead of sentencing them to confinement, without work, in the jails. If to this is added the work of excluding the youth and others susceptible of reclaiming influences from intercourse with old and hardened offenders, a great success will have been achieved.

"In conclusion, I am glad to mention the continued active exertion and instrumentality on the part of the christian men and women of our village for the promotion of the best intellectual and spiritual welfare of the inmates of the jail here."

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#### OSWEGO COUNTY.

The local Committee of this county reports as follows: "The Committee, on its last inspection, found the jail in as good condition as could be expected, taking the character of the premises into consideration. It was clean, well whitewashed, and free from effluvia. Quite an improvement upon the state in which the Committee found it previously is manifested. \* \* \*

"At the time of the inspection there were confined 12 men and 1 boy of fifteen years of age. Of these, three were awaiting trial under indictments for murder; one for forgery; one for horse-stealing, and eight under sentences for vagrancy and drunkenness. Among the latter were two life-long vagrants and one lawyer, who is becoming such.

"The Committee is glad to be able to report a decided improvement in the aspect of the jail, and its belief that the jailor keeps prisoners and premises clean, and manages every thing well."

## OTSEGO COUNTY.

A lady member of the Committee states that — “The county prison of Otsego is considered in a good condition, the new jail having all facilities for better discipline, hygiene and good order. It is a very good building. The law for the separate detention of women and children and also of witnesses, is said to be faithfully carried out, and the jail statutes generally are enforced. There has been great improvement in every detail since the opening of the new jail. \* \* \*

“There is one point on which I feel a very deep interest, and which should assuredly receive speedy attention :— Separate reformatories are grievously needed for young offenders, both boys and girls. My own personal experience in this particular has been very sad—some very bright, healthy, promising little ones who were kept too long at the Poor-house, under the old system, have become utterly degraded and vicious, and have been placed in our jail. Several boys also, of respectable families, whose mothers and sisters are worthy women, have been in prison here with the adult prisoners for first offenses, and become utterly corrupt. \* \* \*

“The most ample facilities in the way of reformatories should be provided by the State for all these young criminals between the ages of nine and eighteen, and it strikes me they should be kept in such reformatories a long time—for years, if necessary. Recently a young boy criminal from the jail here, was sent to the Reformatory at Rochester, where his conduct was excellent ; he had not one bad mark during the time of his confinement there. His widowed mother applied last summer for his release ; he returned home and immediately fell again under the influence of a gang who made a tool of him, and he now bids fair to end his days in the State prison. \* \* \* It is one of the greatest of charities to snatch these young boy offenders away from evil influences and keep them under restraint as long as necessary.”

## RICHMOND COUNTY.

The Local Visiting Committee to the Richmond County Jail for the year 1876, submit the following as their Annual Report :—

“During the year 1876 there have been committed to the jail 369 persons, of whom 305 were men and 64 were women. From the classification taken from the sheriff's books we find, that 190 were committed for examination ; 1 as witness ; 98 for drunkenness ; 49 for disorderly conduct ; 42 for larceny ; 33 for vagrancy ; 68 for assault and battery ; 9 for burglary ; 3 for ‘highway’ robbery ; 3 for perjury ; 3 for trespass ; 3 for abandonment ; 3 for indecent exposure ; 2 for malicious mischief ; 2 for embezzlement ; 2 for forgery ; 1 false pretences ; 1 insane ; 1 shoot-



ing; 1 contempt of court; 1 cruelty to animals, and 1 highway obstruction.

"Of the 178 who were committed for crimes it is readily seen that by far the largest portion were for those crimes which are popularly supposed, — and justly, we think, — to arise from intemperance.

"The expenses of the jail for the past year are something over five thousand dollars — an expenditure of money entirely useless if paid with the idea that the jail system of this county has the slightest relation to a punishment or reform of the criminal.

"The jail is looked upon by the inmates, as a comfortable boarding-house, where they are fed upon roast-beef and coffee; have nothing to do; all bills paid and no questions asked; and they are let alone to recover from their last debauch, and prepare for another when their term of detention is expired. All this is very plain to any one who observes the commitment and discharge of the same persons time and time again; and they will also see the shamefulness of the system, and its utter destruction to character and hope of reform. As an example of the latter results of this system, or entire want of what should be a rigid system in a community calling itself Christian, two young men were sent, for the first time, to our jail for petty offenses upon short terms of sentence. If they had been under rigid discipline and hard work, earning their liberty only by hard effort, they could have made decent men, but they were merely shut up from time to time, getting worse each time through evil association in the jail itself. No effort at reform was, or is, ever made, and no chance for such an effort. There was nothing done to arouse their ambition, or to help them up, and they became, very frequent, indeed quite regular boarders at the jail. At the end of four years one was sent to the Penitentiary, a worthy graduate of this school for crime. The other one still continues a boarder in the jail, and is dying of consumption. The case of Margaret F—— is precisely similar. Originally weak but not wicked, now she is utterly depraved and hardened, the result of four years in our County Jail, committed there upon short sentences, from time to time.

"The library, which was placed in the jail a few years ago by the efforts of the committee, had, from the first, a great attraction for the prisoners; so much so in fact that, upon their departure, they have, from time to time, secretly expressed their love for 'Midshipman Easy' and 'Miles Wallingford' to that degree as to forget to take them from under their jackets, and now but few volumes remain. 'Baxter's Saint's Rest,' and 'Flavel's Sermons,' and others are still there to show for what the shelves were made. The books will doubtless be replaced, and such care taken of them that the present condition of the library may not recur.

"The religious exercises upon each Sunday afternoon are still continued by the members of the committee resident in Richmond. No clergyman of any denomination has been found in the county to show such an interest in the prisoners as to attend upon these services. For this, of course, they each have their own reasons, and, doubtless, good ones. And it may be that they see no good results to be gained by the efforts, a view taken by too many persons in the community, and by those persons, too, who give the character and tone and current to the public opinion upon such matters. At any rate the committee think that, in several individual instances, these services have been helpful, and have been the starting-points to lives more temperate and law-abiding than before. The services will be continued as heretofore.

"The Committee have no complaints to make of the neatness of the jail premises, nor of the general care taken of the prisoners when the Sheriff was present; but they do again solemnly protest against the portion of the jail system which makes the Sheriff, or his appointee, the jail-keeper, dependent upon the board-money appropriated annually by the Supervisors for the board of the prisoners. The keeper should, by an amendment of the law, be appointed by the Superintendent of the State Prisons, to be amenable to him for all neglect of and disobedience to a code of strict regulations and prison discipline, to be prepared by the Superintendent, and should be a salaried officer at a fair salary, paid by the Supervisors of each county. Our own observation and experience have convinced each one of us that the evils of the system, in a considerable degree, are owing to this fact of the Sheriff being the keeper, and dependent upon the board-money for his support. By regular steps it comes about in this way: The offices of Sheriff and Justice of the Peace both being elective,—the incumbents, both being of the same party, are fairly desirous of aiding one another by business as it may turn up. The Sheriff being paid by the number of boarders, the magistrate cannot withstand the argument of 'good fellow,' or 'the pay is small,' or 'he needs it,' or 'what difference does it make to you,' and so he sends, upon a short sentence of from five to fifty-nine days, many a criminal who should rightly be sent to the House of Refuge or the Penitentiary, where a better system prevails, and where there is some show of discipline, education and reform. The system tends to lower the tone of the local government, to detract from the original dignity of the officers of justice and from the shrievalty, and to impart to public opinion an unnatural indifference to the cause and cure of crime. The jail becomes the habitation of outlaws and outcasts, and has no attention or care except from the officials whose duties are related to it, and not always from them. We know of an instance where the Sheriff, finding that his office did not pay him suf-

ficiently, as he thought, for the work he had to do, left his jail and the prisoners to be fed and waited upon by the women in his family, whilst he reopened his liquor-saloon some miles away from the jail, and made frequent, if not daily, visits to it to see how things prospered. There seems to be a poetic relation here between the jail-keeper and most of his birds; perhaps, some were taught in his own saloon, and, still seeking the hand that first fed them, gravitated naturally to the jail. This plan also prevents any thing like a severe and constant attention to 'stone breaking,' or any other practicable labor which may be prescribed for the prisoners; for such labor needs an overseer, and the appropriations to the Sheriff will not allow of his having an extra hand for that purpose. We again protest against a further continuance of the present jail system in this State, and avow our confident belief in its utter and entire worthlessness as a means of punishment or reform, and as having but a slight and fitful result as a deterrent to crime. There are sixty-seven jails in this State, the complaints against one of which will apply to all, and every one who knows any thing about them knows that the complaints are well-founded and deserved; and it is all but shameful that the powers of government should not be intelligently directed to this great evil. It is only ridiculous that the public funds should be annually expended for the jails to an amount of nearly one million dollars, and the whole result be overcrowded State Prisons. If not ridiculous, it is wicked.

"Enlightened citizens should now prepare a system of criminal punishment which should embrace the entire abolition of jails as places of punishment and reform, and by which they should be retained, after proper remodeling to fit them for the purpose and for which they are now utterly unfit, as houses of detention only for prisoners held for examination, witnesses, etc., etc., and that the detention should be solitary. To provide for the punishment of criminals and for their reform, there should be erected in each Judicial District, or fixed for that purpose, suitable buildings and grounds, which should be used for work-houses, school-houses, etc., etc., and every person convicted of any crime not punishable by confinement in the State Prison should be committed to the 'work-house' in the district wherein is the county in which he shall be convicted for a period indeterminate, when we reach that wise provision of law, and, until then, for not less than sixty days. The limits of our Report are properly such as prevent any further elaboration of the suggestions we have made. They are merely tentative, and subject to further reflection and revision. But we firmly believe that if the subject should be properly taken hold of by a few well-known citizens of the State, the end could be accomplished. If the graduates from the jails, by reason of the advantages which the jails

offer for educating criminals at an early age, are those who, for the most part, knock at the gates of the State Prisons for admission, is it not a part of a wise policy to stop the increase of the supply at its source and wipe all such primary schools from off the face of the earth?

"The Committee are in full accord with the views lately expressed in a paper on 'The County Jail System,' written by the Rev. F. W. Wines, of Illinois, who argues, 'that the very idea of the county jail is antagonistic to the reformation of criminals; because it springs out of the theory of retribution, and involves classification on the basis of the crime proved, rather than the individual character of offenders.'"

"Mr. Wines concludes his paper with the following recapitulation of his ideas :

'*First.* The present county jail system, for reasons sufficiently indicated, is hopelessly, irremediably bad.

'*Second.* The evils complained of growing out of the fact that few counties are strong enough in wealth and population to maintain a prison conducted upon the reformatory as opposed to the expiatory idea.

'*Third.* The remedy must lie in the discharge by the State of its proper responsibility respecting the criminal class by assuming the immediate custody and control of all convicts.

'*Fourth.* The State ought to administer its prison system with constant reference to the extirpation of crime by the reformation of those who constitute the criminal class.

'*Fifth.* One element of any rational and practical administration of that system is the gradation of prisons for different classes of prisoners, this gradation to be based not upon crimes committed, but upon the criminality of character manifested by those who commit them.

'*Sixth.* The only prisons to be maintained at the expense of the counties should be Houses of Detention for the suspected or accused.

'*Seventh.* Houses of Detention ought to be constructed with separate cells for the solitary confinement of the inmates.'

"All of which is respectfully submitted.

"EDWARD B. MERRILL, *Chairman.*

"JOSEPHINE SHAW LOWELL.

"CORNELIA DUBOIS FLOYD.

"NICOLL FLOYD.

"MISS H. MOORE.

"MISS MUNDY.

"THEODORE E. LEEDS.

"WEST NEW BRIGHTON, STATEN ISLAND, *January 31, 1877.*"

## TIOGA COUNTY.

Mr. E. W. Warner, chairman of committee, reports: "We shall probably be accredited with the most extensive criminal catalogue, according to our population, of any county in the State (outside of the cities). For this large contribution to the penal and charitable institutions of the State and county, we are indebted to the ample and commodious arrangements for drinking which have been provided and legalized for the convenience of the people. Very little, however, of the disorder and violence in the rural districts comes under our notice at the county seat. \* \* \* One of the members of the Excise Board informed me that the number of drinking places is limited only by the applications, and the applications are limited only by the drinking capacity of the community. \* \* \*

"The Deputy-Sheriff, who is also the jailor, has afforded us all reasonable facilities for visiting the prisoners once a week during the year, and for furnishing them with appropriate reading. Sunshine and pure air have been too much restricted in quantity for the health of the prisoners, and of many persons detained on suspicion of crime. \* \* \*

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## TOMPKINS COUNTY.

Professor William Channing Russell reports: "The jail is an admirable one. The arrangements for the separation of sexes and ages are very good, but so long as work is not provided for prisoners under sentence, the better the jail, the worse for society. A building from which prisoners might escape before being utterly corrupted is a great desideratum. The skill with which we keep criminals secure and bind them in demoralizing association, with no occupation to interrupt the course of depravity, must be very gratifying to the evil spirits. Compulsory labor of convicts is the first essential of reform."

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## WAYNE COUNTY.

The Sheriff of this county adds the following testimony: "The necessity that compels us (lack of room) to place boys convicted of petty crimes among older and more hardened criminals, is hurtful in the extreme and tends to educate them to a higher degree of crime. I think I never admitted a boy here that did not go away worse than he came. I believe that is the only opinion that can be formed after noting the effect of their association with hardened men."

## WYOMING COUNTY.

The Rev. Joseph E. Nassau, D. D., and Rev. John Stryker report :  
"At the present time, the jail contains eleven inmates, one a woman, and ten others of ages varying from 17 upwards. The sanitary arrangements are as good as can be expected with the facilities intrusted to the sheriff, but the county ought to have better jail accommodations. This is one of the things anticipated.

"Some facilities for employment, physical and mental, beyond those now enjoyed, would be very desirable. \* \* \* The progress of the temperance reformation, in most of the towns of this county (and especially in Warsaw), is having a beneficial effect in abating crime and vagrancy.

"The prisoners appeared glad to receive a visit from the outside world, and to feel that they were not wholly forgotten by society, though when we engaged one or two of the better class in conversation, they evinced a sense of shame."

## PROGRESS TOWARDS A BETTER SYSTEM OF JAILS, HOUSES OF CORRECTION AND REFORMATORY PRISONS.

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A Department of Public Justice, if it existed as a part of the State Polity, certainly would bring forward in a strictly co-ordinated manner all the questions relating to reorganization which contemplate essential changes in formal proceedings against crime and in the correctional treatment of offenders. Such a Department of the State Government will eventually be required in the interests of justice and public economy.

For the present the counties are miniature republics, comprising the towns and cities, — within their defined boundaries, — and providing for a local administration of public justice, etc. The county and borough gaols of England, much as the philanthropist Howard saw them, now have their almost exact *fac similes* in the common jails of the State of New York. The Prison Association has in the past five or six years presented full reports of these jails as they are, and of the evils they breed and foster in all sections of the State.

The county sheriff, whose revenues depend largely upon the number and official handling and long detentions of his prisoners, — though they be but witnesses and children, or poor ignorant day laborers, — drunken at night and sobered in jail by morning, — will not be apt to inaugurate the reform of the jails in our day. JOHN HOWARD, the philanthropist sheriff of Bedfordshire, was the first to incur such cause for an accusation of insanity against himself. The county judges and all the circuit judges fully concur with the Prison Association and its local committees in the opinion and wish that the common jail should be superseded by or exclusively used as a Detention House; that the labor sentence shall be faithfully carried into effect as a *correctional* measure in suitably classified or distributed Houses of Correction; that offenders shall be so correctionally treated that they shall neither become nor produce paupers themselves; that vagrants and all kinds of vagabonds shall be so controlled and trained to duties and to their own self-sustenance that they shall be kept from crime and offenses; and that children at any age under full puberty and accountability shall be treated as children, and by strictly educational and reformatory discipline when guilty of offenses against law, and not be treated in any institution in common with old offenders or habitual criminals.

The Act of April 21, 1875, providing for the separate detention of witnesses, children and women (chapter 464, Laws of 1875), and the Act

conferring increased legislative and administrative powers on boards of supervisors (chapter 482, Laws of 1875), enable county authorities to provide abundantly for the separate detention of unconvicted persons. In the last mentioned law provision is made for establishing the necessary kinds of correctional labor for vagrants and disorderly persons, and even for all classes of convicts not punishable in State Prison. These two Acts are simply permissive and not mandatory. Their utility and practicability have already been thoroughly tested. The Board of Supervisors of Oneida county was the first to test the Act providing for separate and decent detentions, and the counties of Albany, Erie, Monroe and Onondaga have for several years been carrying out the letter and spirit of the law for correctional labor. In those four counties there are no convicts, even for ten days, sentenced to the common jail. "Sentenced to jail" means sentenced to *labor*, and the sentence to hard labor signifies *that* in all cases.\*

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\* The problems of criminality and the natural history of the criminal classes will have to be studied with the same exactness as diseases of the body or the mind, or the disordered states in any natural objects may be investigated. There is a process of remedial treatment required for all habitual offenders and for most of the merely casual criminals, in order to render them safe to themselves and to the community. This is the true significance of reformatory or correctional discipline; for, as Mr. Superintendent Brockway thus expressively defines these inherent traits which are to be corrected: "Criminals, both misdemeanants and felons, are generally devoid of just estimation of morals. Their emotions are not governed by reason. \* \* \* No doubt such conditions of the mind originate in the inherited tendencies, and also from accidental influences. \* \* \* The most approved plan of treatment is by renovating the physical and educating the intellectual, to facilitate or render possible the reformation of the moral nature."

The correctional influence of the hard-labor sentence and of a reasonably prolonged reformatory treatment, by the inculcation of the habits of steady industry, punctuality and obedience, while the mind and body alike are substantially nourished and invigorated, if worth anything, is worth an effectual application to as many as the courts of justice are required to sentence to labor as a penalty. The Crofton penal system, and the principles of that system as applied by Mr. Brockway and Mr. Cordier in America, have sent thousands of discharged prisoners into the fields of free labor, with the spirit that moved Hood's workingman to say:

"Whenever nature needs,  
Wherever nature calls,  
No job I'll shirk of the hardest work,  
To shun the workhouse walls.  
\* \* \* \* \*

"My only chance is this:  
With labor stiff and stark,  
By lawful turn, my living to earn,  
Between the light and dark.  
\* \* \* \* \*



The Oneida County Committee issued a circular to neighboring county committees, with a copy of the new law relating to detentions (see Oneida county report), and some other committees corresponded upon the subject of correctional labor and the necessity of more effective measures for the correctional discipline of jail convicts. The following project of law is at present the basis of a general inquiry concerning the practicability of superseding idle imprisonment in jail and the itinerant vagabondage that ought to be arrested by the adoption of self-sustaining correctional industries.

COPY OF A BILL INTRODUCED IN ASSEMBLY, JANUARY 9, 1877, READ TWICE AND REFERRED TO THE COMMITTEE ON JUDICIARY — REPORTED FAVORABLY FROM SAID COMMITTEE AND COMMITTED TO THE COMMITTEE OF THE WHOLE. (ASSEMBLY BILL, No. 79.)

SECTION 1. Within thirty days after the passage of this act, the governor, by and with the consent of the senate, shall appoint in each judicial district of the state, except the first, seven persons, who shall constitute the board of managers of the district work-house of the judicial district for which they are appointed; one of the managers so appointed shall hold office for one year, one for two years, one for three years, one for four years, one for five years, one for six years, one for seven years, as indicated by the governor on making the appointment, and thereafter all appointments, except to fill vacancies, shall be for seven years. Such managers may be removed at any time by the senate, upon the recommendation of the governor.

§ 2. Before entering upon their duties the said managers shall respectively take and subscribe to the constitutional oath required of other state officers, which oath may be taken and subscribed before any officer authorized by law to administer an oath and shall be filed in the office of the secretary of state.

§ 3. The said managers shall receive no compensation for their time or services, but the actual necessary expenses of each one of them while engaged in the performance of the duties of his office, on being pre-

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“ No parish money or loaf —  
 No pauper badge for me ;  
 A son of the soil, by right of toil,  
 Entitled to my fee,

“ No alms I ask, give me my task :  
 Here are the arm — the leg —  
 The strength — the sinews of a man,  
 To work and not to beg.”

sented in writing, and verified by his affidavit, shall be paid quarterly by the treasurer of the board of managers of which said manager is a member.

§ 4. It shall be the duty of each of the said boards of managers, immediately after their appointment, to meet and organize, by the election of a president and treasurer from among their number, and within six months of the time of their appointment, to hire two or more buildings and land, suitable for the confinement and employment of vagrants, as hereafter referred to in this act. If two buildings only shall be so hired they shall be in different localities, and one shall be for the confinement and employment of men, and one for the confinement and employment of women, and, on no account, shall persons of different sexes be confined in one building, or in buildings that communicate in any way; and no female officer or subordinate shall be employed in the building designed for men, and no male officer or subordinate shall be employed in the building designed for women. Each board of managers, within their own district, shall appoint a superintendent for each building, who shall hold office during the pleasure of the board making the appointment, and who shall have power to appoint his own subordinates, subject to the approval of the board, and each of said boards shall fix the salary of the superintendents appointed by themselves, and of all other persons employed in the district work-house of the judicial district for which said board was appointed.

§ 5. It shall be the duty of the board of managers appointed in accordance with section one of this act in each judicial district to decide upon the means and kind of employment for persons committed to the district work-house of said district, and to provide for their necessary custody and superintendence; and the provisions for the safe-keeping and employment of such persons shall be made with regard to the formation of habits of self-supporting industry in such persons, and to their mental and moral improvement. And for the purposes of this act, to insure the safe-keeping, obedience and good order of the persons committed under this act, the superintendents of the district work-houses are hereby given, and are required to exercise, the same power as jail-keepers and constables in regard to persons committed or held, under any law of this State, in custody of said officers respectively.

§ 6. As soon as the work-house in any judicial district is prepared to receive inmates it shall be the duty of the board of managers of such district to notify all the justices of the peace, police justices, and other magistrates of the counties composing such district, of that fact, and to furnish said justices of the peace, police justices, and other magistrates, with blanks, to be used for the commitment of vagrants to such district work-house. After such notification is received it shall be unlawful for any justice of the peace, police justice or other magistrate, to com-

mit any vagrant to any poor-house or jail, or to any place of confinement except the district work-house, unless by the special request, in writing, of the district attorney for the county in which said person was arrested, which written request shall be filed and remain on record with the court making such commitment.

§ 7. The boards of managers of the several district work-houses may open an account with all persons committed to the said work-houses, charging them with all the expenses incurred by the boards of managers for their board and maintenance, and crediting them with a fair and reasonable compensation for the labor performed by them, and at the expiration of their terms of sentence, if any balance shall be found due to them, may pay the same to them at the time of their discharge.

§ 8. It shall be unlawful for the board of managers of any work-house to hire out the inmates to work for any other institution or person, and it shall be unlawful to let out the labor of the inmates by contract to any person or to admit to the work-house for the purpose of overseeing the labor of the inmates, any person not paid by the board of managers.

§ 9. The board of managers of each district work-house, having, in accordance with section four of this act, hired two or more buildings and land suitable for the confinement and employment of vagrants, shall make an estimate of the necessary expenses to be incurred in establishing said work-house, including rent, repairs, furniture, cost of raw material, tools and other necessary articles required for the care and employment of the inmates, which estimate shall be repeated annually thereafter. Each board of managers shall then apportion the expense, so estimated, among the several counties composing the judicial district for which said board was appointed, *pro rata* to the property tax of each county as the same shall be determined by the State board of equalization, and shall make a requisition on the board of supervisors of each of said counties, for the amount apportioned to said county accompanying said requisition with a copy of the estimate of necessary expenses made by said board. It shall be the duty of the board of supervisors of each of said counties, to raise and pay over to the treasurer of said board of managers the sums demanded in the requisition, and in case of delay on the part of any board of supervisors to so raise and pay over the sums thus demanded, the board of managers shall have authority to incur the necessary indebtedness and shall render an account of said indebtedness to said board of supervisors, and said board of supervisors shall provide for the payment of the indebtedness so incurred.

§ 10. The treasurer of each board of managers shall be responsible for the financial management of the district work-house of the judicial district for which said board was appointed. He shall receive all moneys due to said work-house, and shall pay all expenses incurred in

maintaining said work-house. He shall make a quarterly report to the board of managers of which he is a member, of such a character as said board shall direct, and he shall close his annual account on the last day of September of each year, and shall, on or before the first day of November following, render to the said board of managers a full and true account, accompanied by the necessary vouchers, of all moneys received by him, by virtue of his office, and of all moneys expended by him, and also an inventory of all the goods, raw material, and other property of the district work-house then on hand, a copy of which report shall be transmitted by each board of managers to the State comptroller, to the State board of charities, and to the board of supervisors of each county composing the judicial district for which said board of managers was appointed, together with their annual report, on or before the first day of December following. Should the report of the treasurer of any board of managers show a deficit at the close of the fiscal year, said board of managers shall apportion said deficit among the counties composing the judicial district for which said board was appointed, in the manner prescribed by section nine of this act, and such deficit shall be raised by the several boards of supervisors, and paid over in the manner prescribed by said section for the payment of the necessary expenses incurred in establishing said work-house.

§ 11. No member of the several boards of managers shall be interested directly or indirectly in leasing or hiring buildings or land under the fourth section of this act, or in any contract for repairing or furnishing any of the buildings to be used as district work-houses, or in any contract for supplying food, raw material or other merchandise for any district work-house.

§ 12. When, and so soon as the work-house in any judicial district shall be prepared to receive inmates, it shall be the duty of all justices of the peace, police justices, or other magistrates of such district (any law to the contrary notwithstanding), to sentence and commit all persons convicted of being vagrants under any existing or future law of this State, whether such law shall apply to the whole State, or to any special county thereof within which said person shall be convicted, to the district work-house of the judicial district in which such conviction shall take place, for a term not less than ninety days or more than six months on the first conviction, and for a term not less than six months or more than one year on a second or any subsequent conviction.

§ 13. Sections twelve and thirteen of this act shall apply also to the first judicial district of this State, and no person sentenced as a vagrant in that district shall be sentenced or committed except in accordance with this act or to any place except the work-house on Blackwell's Island, provided that no person under sixteen years of age shall be committed

to said work-house, and provided further that this section, and said section twelve shall apply to the first judicial district forthwith, and without waiting for the completion of the district work-house in any other district.

§ 14. All expenses for conveying persons sentenced as vagrants to a district work-house shall be paid by the treasurer of the board of managers for said work-house, and said board of managers shall, in each district, fix the sum to be paid per mile.

§ 15. The superintendents of the several district work-houses shall immediately report to the secretary of the State board of charities the name of any person committed to any work-house who has not resided sixty days in any county of this State, in order that the said secretary may remove such person to any State or country where he may have a legal settlement in the same manner as paupers may be removed under section eleven of an act passed June seventh, eighteen hundred and seventy-three, entitled "An act to provide for the support and care of State paupers."

§ 16. It shall be the duty of every magistrate, justice and court which examines, or convicts, or commits any person, under authority given in this act, to cause a record to be kept of the name, age, birthplace, occupation, last place of residence and kind of employment, of all persons so committed by them, together with the reasons given for, or the particulars of the vagrancy charged. A copy of the said record shall be transmitted upon the official order of the commitment of said persons to the superintendent of the district work-house as a part of the paper or order which shall accompany each such person to the work-house; the superintendent of such work-house shall enter and keep in a book of record all these and such other facts as are by law required concerning the inmates of poor-houses.

§ 17. Every magistrate by whom any vagrant shall be committed, shall cause such person to be searched for the purpose of discovering any property he may have, and if any property be found the same shall be taken and applied to the support of such person while in confinement.

§ 18. When any woman is committed to a district work-house it shall be the duty of the magistrate who commits her to commit any children of such woman who are more than one year of age who may be under her charge and control at the time of her commitment, and who are without proper guardianship, to the care of the superintendent of the poor of the county in which said woman was arrested.

§ 19. It shall be unlawful for any justice of the peace or other magistrate to commit any person of either sex under sixteen years of age to any work-house, and it shall be unlawful for any superintendent of any such work-house to receive any person under sixteen years of age.

All sound experience and study of the various methods of correctional treatment of common offenders show that the terms of custodial commitment should be sufficiently prolonged to secure the fixation of a habit of systematic effort and the effectual arrest of bad habits of intemperance, self-indulgent lounging and dependence. The problem of self-support in such a temporary and half out-door system of work-house labor must be solved by the same plain, common sense and business tact and economy as private employers would bring into operation in their personal business concerns. The Alabama State Correction Farm returns five dollars a month for every committed person; the Erie County Penitentiary pays from 20 to 27 cents a day for each short-term prisoner (of from ten to sixty days sentence) and the Allegheny County House of Correction (Pa.) has a yearly revenue from its shops. Of the last-mentioned work-house, where nearly all the available labor is devoted to the cooperage of barrels (for petroleum oil), the managers report that with an average prison population of 350, with only 165 engaged in productive labor, and with an average term of sentence of no more than 68 days, the clear cash income over all expenses (in 1874), including the administration, was within a fraction of \$15,000. Even in the year 1876, when the most productive line of industry was suspended, the industries were self-supporting.

To secure the best correctional treatment of the wretched classes who are committed to receive it:

*First.* The chief officer of the institution must be a competent and specially qualified master of men and of common affairs;

*Second.* The kinds of employment must be such as unskillful and rude men can pursue actively and with zest and real self-improvement as a future vocation, if need be, and, at the same time, require little expenditure of capital or machinery;

*Third.* There should be no external display about the buildings or the management. The common jails, as county prisons, can readily be superseded by such a plain system of District Houses of Correction as is here proposed. It is practically the system of District Prisons and Places of Correction which the President and Corresponding Secretary of this Association proposed in a report to the Legislature in 1867-68. It is suitable for a temporary and transitional system, while the statutes and judicial methods are undergoing revision and improvement, and it may prove to be worthy of being made permanent. It will inculcate self-reliant confidence in a vast number who now are drifting into the dead sea of petty crime and hopeless pauperism, while it will effectually correct and deter many others from venturing into crime as a means of subsistence.

## THE STATE REFORMATORY AT ELMIRA.

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The history of the plan of the Reformatory was presented in our last annual Report, and, since that time, the development of the entire plan and purpose has been carried forward steadily and successfully. The last and crowning event in this development was the enactment (April 24th, 1877) of the law "In relation to the imprisonment of convicts in the New York State Reformatory at Elmira, and the government and release of such convicts by the managers," as follows :

SECTION 1. Any person who shall be convicted of an offense punishable by imprisonment in the New York State Reformatory, and who, upon such conviction, shall be sentenced to imprisonment therein, shall be imprisoned according to this act, and not otherwise.

§ 2. Every sentence to the reformatory of a person hereafter convicted of a felony or other crime, shall be a general sentence to imprisonment in the New York State Reformatory at Elmira, and the courts of this state imposing such sentence shall not fix or limit the duration thereof. The term of such imprisonment, of any person so convicted and sentenced, shall be terminated by the managers of the reformatory, as authorized by this act; but such imprisonment shall not exceed the maximum term provided by law for the crime for which the prisoner was convicted and sentenced.

§ 3. Every clerk of any court by which a criminal shall be sentenced to the New York State Reformatory, shall furnish to the officer having such criminal in charge a record containing a copy of the indictment, and of the plea, the names and residences of the justices presiding at the trial, also of the jurors, and of the witnesses sworn on the trial, a full copy of the testimony, and of the charge of the court, the verdict, and the sentence pronounced, and the date thereof, which record duly certified by the clerk, under his hand and official seal, may be used as evidence against such criminal in any proceeding taken by him for a release from imprisonment by *habeas corpus* or otherwise. A copy of the testimony taken on the trial, and of the charge of the court, shall be furnished to the clerk, for the purposes of this act, by the stenographer acting upon the trial, or if no stenographer be present, by the district attorney of the county. The stenographer or district attorney furnishing such copy, and the county clerk, shall be entitled to such compensation, in every case in which they shall perform the duties required by

this act, as shall be certified to be just by the presiding judge at the trial, and shall be paid by the county in which the trial is had, as part of the court expenses. The clerk shall also upon any such conviction and sentence, forthwith transmit to the superintendent of the reformatory notice thereof.

§ 4. Upon the receipt of such notice, the superintendent in person, or a subordinate officer of the reformatory by said superintendent for that purpose duly delegated, shall proceed to the place of trial and conviction, and the sheriff or keeper of the jail having the custody of the convict, shall deliver him to such superintendent or delegated officer, with the record of his trial and conviction as made up by the clerk, and such convict shall thereupon be conveyed to the reformatory, the expenses of which conveyance shall be a charge against and paid out of the earnings or other funds of the reformatory.

§ 5. The board of managers shall have power to transfer temporarily, with the written consent of the superintendent of prisons, to either of the state prisons, or in case any prisoner shall become insane, to the convict asylum at Auburn, any prisoner who, subsequent to his commitment, shall be shown to have been, at the time of his conviction, more than thirty years of age, or to have been previously convicted of crime, and may also so transfer any apparently incorrigible prisoner whose presence in the reformatory appears to be seriously detrimental to the well being of the institution; and such managers may, by written requisition, require the return to the reformatory of any person who may have been so transferred. The said board of managers shall also have power to establish rules and regulations under which prisoners within the reformatory may be allowed to go upon parole outside of the reformatory buildings and enclosure, but to remain while on parole in the legal custody and under the control of the board of managers and subject at any time to be taken back within the enclosure of said reformatory, and full power to enforce such rules and regulations, and to retake and re-imprison any convict so upon parole is hereby conferred upon said board, whose written order certified by its secretary shall be a sufficient warrant for all officers named in it to authorize such officers to return to actual custody any conditionally released or paroled prisoner; and it is hereby made the duty of all officers to execute said order the same as ordinary criminal process. The said board of managers shall also have power to make all rules and regulations necessary and proper for the employment, discipline, instruction, education, removal and temporary or conditional release and return as aforesaid of all the convicts in said reformatory.

§ 6. Whenever there is unoccupied room in the reformatory, the board of managers may make requisition upon the superintendent of prisons,



who shall select such number as is required by such requisition, from among the youthful, well behaved and most promising convicts in the state prisons, and transfer them to the reformatory for education and treatment under the rules and regulations thereof; and the board of managers are hereby authorized to receive and detain during the term of their sentence to the state prison, such prisoners so transferred, and the laws applicable to convicts in the state prisons, so far as they relate to the commutation of imprisonment for good conduct shall be applicable to said convicts when transferred under this section.

§ 7. It shall be the duty of said board of managers to maintain such control over all prisoners committed to their custody, as shall prevent them from committing crime, best secure their self-support and accomplish their reformation. When any prisoner shall be received into the reformatory upon direct sentence thereto, they shall cause to be entered in a register the date of such admission, the name, age, nativity, nationality, with such other facts as can be ascertained, of parentage, of early social influences, etc., as seem to indicate the constitutional and acquired defects and tendencies of the prisoner, and based upon these, an estimate of the then present condition of the prisoner and the best probable plan of treatment. Upon such register shall be entered quarter yearly, or oftener, minutes of observed improvement or deterioration of character, and notes as to methods and treatment employed; also all orders or alterations affecting the standing or situation of such prisoner, the circumstances of the final release, and any subsequent facts of the personal history which may be brought to their knowledge.

§ 8. The board of managers shall, under a system of marks or otherwise, fix upon a uniform plan under which they shall determine what number of marks, or what credit shall be earned by each prisoner sentenced under the provisions of this act, as the condition of increased privileges, or of release from their control, which system shall be subject to revision from time to time. Each prisoner so sentenced shall be credited for good personal demeanor, diligence in labor and study, and for results accomplished, and be charged for derelictions, negligences and offenses. An abstract of the record in the case of each prisoner remaining under control of the said board of managers, shall be made up semi-annually, considered by the managers at a regular meeting, and filed with the secretary of state, which abstract shall show the date of admission, the age, the then present situation, whether in the reformatory, state prison, asylum or elsewhere, whether any and how much progress of improvement has been made, and the reason for release or continued custody, as the case may be. The managers shall establish rules and regulations by which the standing of each prisoner's account of marks or credits shall be made known to him as often as once a

month, and oftener if he shall, at any time, request it, and may make provision by which any prisoner may see and converse with some one of said managers during every month. When it appears to the said managers that there is a strong or reasonable probability that any prisoner will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society, then they shall issue to such prisoner an absolute release from imprisonment, and shall certify the fact of such release and the grounds thereof to the governor, and the governor may thereupon, in his discretion, restore such person to citizenship. But no petition or other form of application for the release of any prisoner shall be entertained by the managers. Nothing herein contained shall be construed to impair the power of the governor to grant a pardon or commutation in any case.

§ 9. If, through oversight or otherwise, any person be sentenced to imprisonment in the said reformatory for a definite period of time, said sentence shall not for that reason be void, but the person so sentenced shall be entitled to the benefit and subject to the liabilities of this act, in the same manner and to the same extent as if the sentence had been in the terms required by section two of this act, and in such case said managers shall deliver to such offender a copy of this act, and written information of his relation to said managers.

§ 10. Said managers may appoint suitable persons in any part of the state charged with the duty of supervising prisoners who are released on parole, and who shall perform such other lawful duties as may be required of them by the managers; and such persons shall be subject to direction and removal by said managers, and shall be paid for the duties actually performed under the direction of said managers, a reasonable compensation for their services and expenses, and the same shall be a charge upon and paid from the earnings or other funds of the reformatory.

The announcement of the law and the plan of organization by the Superintendent on the first day of May, well explains the mission of the institution. In that announcement, he says: "The law of 1877 inaugurates here, and for America, a new prison system for adult prisoners. Its design is to check crime through the reformation, by systematic cultivation, of such of the prisoners as may be reformed, and the remainder to restrain. It is believed a simple perusal of the act will show its adaptability to the objects in view."

The following is the sole organic law of the Reformatory. It comprises the essential provisions of the Act passed April 27, 1870; in its present consummation with the Act of April 24, 1877, the objects of this Institution, as set forth in the Report of the Commissioners on the Plan, etc. (dated January 25, 1870), are well provided for.

*"AN ACT to provide a government for the New York State Reformatory at Elmira, and to provide for the completion of the same, and to make an appropriation therefor."* (PASSED May 9, 1876.)

SECTION 1. Louis D. Pilsbury, Sinclair Tousey, William C. Wey, Rufus H. King and Ariel S. Thurston are hereby constituted a board of managers for the New York State Reformatory at Elmira, and, as such board, shall have general charge and superintendence of said Reformatory, and shall conduct the same upon non-partisan principles; they shall have no compensation for their services, but shall be allowed their reasonable traveling and other official expenses; they shall hold their office for five years, except as follows: Louis D. Pilsbury shall hold office for five years, Sinclair Tousey for four years, William C. Wey for three years, Rufus H. King for two years, Ariel S. Thurston for one year from the passage of this act. Whenever vacancies shall occur in said board of managers, by the refusal of either of the members thereof to act, or otherwise, such vacancies shall be filled by the Governor by and with the advice and consent of the Senate, and, when the Senate is not in session, by the Governor, subject to the consent and approval of the Senate when it shall convene. The Governor may remove any of the managers for misconduct, incompetency, or neglect of duty, after opportunity shall be given them to be heard upon written charges.

§ 2. The board of managers shall appoint a General Superintendent, and shall have power to remove him for cause after opportunity shall be given him to be heard upon written charges; all other officers shall be appointed by the Superintendent and removable at his pleasure. The Superintendent of construction of such Reformatory may be removed by the board of managers for cause, after opportunity shall have been given him to be heard upon written charges; and any vacancy so caused shall be filled by such board by appointment.

§ 3. The board of managers shall examine all the accounts and expenditures and vouchers relating to the business of the Reformatory, monthly or quarterly, and shall certify their approval or disapproval of the same to the Comptroller of the State.

§ 4. The said board of managers shall receive and take into said Reformatory all male criminals, between the ages of sixteen and thirty years, and not known to have been previously sentenced to a state prison or penitentiary on conviction for a felony, in this or any other state or country, who shall be legally sentenced to said Reformatory, on conviction of any criminal offense, in any court having jurisdiction thereof, and any such court may, in its discretion, sentence to said Reformatory any such male person convicted of a crime, punishable by imprisonment in a state prison, between the ages of sixteen and thirty

years, as aforesaid. The discipline to be observed in said prison shall be reformatory, and the said managers shall have power to use such means of reformation, consistent with the improvement of the inmates, as they may deem expedient. Criminals in such Reformatory may be employed in agricultural or mechanical labor as a means of their support and reformation. The system of labor shall be by contract or by the State, or partly by one system and partly by the other, as shall be in the discretion of the board of managers deemed best.

§ 5. From and after the passage of this act, the courts of this State are hereby authorized to sentence the class of offenders mentioned in the fourth section of this act, convicted of any criminal offense, to the said Reformatory instead of the State prison, when such criminals are between the ages of sixteen and thirty years.

§ 6. The labor necessary for the construction of shops and the enclosure of the grounds upon which the Reformatory is located, and for the completion of the unfinished portions of the Reformatory, shall be performed by the inmates, as far as may be practicable, and it shall be the duty of the Inspectors of the State prisons to select such number of inmates from the State prisons as shall, as nearly as may be, come within the provisions of the fourth section of this act, as to age and crime, and transfer the same to the Reformatory, as shall be requested by the board of managers of the Reformatory, to labor on the unfinished enclosure or the buildings or the shops, as may be best adapted for the kind of mechanical labor required.

§ 7. The said board of managers shall have the charge and general superintendence of the grounds, and the grading and improvement thereof, and of the construction of the shops, and of the enclosure, and they are hereby authorized to purchase the necessary building materials for the same, and are authorized to supply such mechanical and other assistance as shall make effective the labor of the inmates of said Reformatory. All purchases of materials and supplies to an amount exceeding five hundred dollars shall be made by contract, awarded to the lowest responsible bidder, after notice for two weeks in the State paper, and in three papers published in the county of Chemung, having the largest circulation, and one paper in the city of New York, of large circulation, of the day and hour when sealed proposals will be received for the supply of the materials and supplies required.

§ 8. It shall be the duty of such board of managers, on or before the tenth day of January in each year hereafter, to report to the Legislature the condition of said Reformatory, and their proceedings in regard to the inmates, and the progress of the work of construction and the amount of money expended, with a detailed statement thereof, with such recommendations as the board of managers shall deem proper.

§ 9. The annual compensation of the several officers, keepers, guards and teachers of the Reformatory shall be fixed by the said board of managers in their discretion, the sums not exceeding the following: To the superintendent, thirty-five hundred dollars; to the principal keeper, one thousand dollars; to the clerk, one thousand dollars; to the chaplain, or chaplains, one thousand dollars per annum; to the kitchen-keeper, eight hundred dollars; to the store-keeper, eight hundred dollars; to the hall-keeper, six hundred dollars; to the yard-keeper, six hundred dollars; to the keepers, each five hundred dollars; to the guards, each five hundred dollars; to the sergeant of guards, five hundred dollars; and to the teachers, each three hundred dollars; and if, for any reason, the term of service of any of them shall terminate before the end of any year, their compensation shall be paid only for the term of service at the rate of the annual compensation above provided, and such salaries shall be in full for all services performed by them.

§ 10. Every officer who shall be appointed in pursuance of the provisions of this act, shall take and file in the office of the Secretary of State, within fifteen days after his appointment, the constitutional oath of office; and the superintendent, and such other officers as shall be required by the Comptroller so to do, shall, respectively, give bonds to the State, in such penalty and with such sureties as the Comptroller shall approve, conditioned for the faithful performance of their duties as required by law.

§ 11. The sum of fifty thousand dollars, or so much thereof as may be necessary, is hereby appropriated for the purpose of purchasing materials and proceeding with the work of construction of the north wing of the Reformatory, which appropriation shall be paid by the Treasurer, on the warrant of the Comptroller, upon the requisition of the board of managers, out of any money in the treasury not otherwise appropriated. The work on said north wing shall be performed, so far as practicable, by the inmates of the said Reformatory.

§ 12. This act shall take effect immediately.

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OVERCROWDING AND UNHEALTHFULNESS AS CAUSES OF CRIME.

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The domestic circumstances under which most of the offenders and dangerous classes grow up in their infancy and youth are intimately concerned in the causation and pernicious fruit of those disorders of the after-life of the children of such a heritage as that which is entailed upon the families of the ignorant poor in the overcrowded slums of New York and some other cities in this State. The committee of the Legislature that undertook an investigation into causes of the increase of crime in this State, and particularly in the metropolis, in 1875, called upon the Corresponding Secretary of the Prison Association for specific information concerning the preventable sources of crime, and especially those which may be controlled by sanitary measures. His testimony on this subject was as follows :

Elisha Harris, M. D., a witness, being duly sworn, testifies :

Q. You have been connected with the board of health, I think, for a number of years, have you not ? A. Yes, sir.

Q. How long have you been connected with that ? A. Most of the time since 1866.

Q. What is your official position in that board ? A. At present it is registrar of vital statistics, and, under a former board, at other times I have been sanitary superintendent.

Q. We have understood that you have given the causes of crime in this city very great consideration, and for that reason we have invited you to come before us and give your views on that subject. We understood that you have entered into the matter of the statistics of crime also to a considerable extent. Give us some idea, if you can, of the number of criminals to the population, in this city. I think you have gone into that matter somewhat ? A. I don't know the number of criminals, nor the number of persons that would be called habitual criminals in the city population, now in the State. There is no body of criminal statistics, but we have in prisons as good and sufficient evidence of the number of persons actually convicted from year to year, and the prisons of the whole State have felons containing a large representative class from this city. Each of the prisons has a large quota, Sing Sing receiving all that are passed to the State Prisons, and Auburn and Clinton Prisons — the other two State Prisons — receiving colonies or drafts

monthly or oftener, from Sing Sing. Then the two penitentiaries near us, the one on Blackwell's Island and the one in Kings county, receive a large number of young felons, under the statute, which provides that young criminals under 21, whose sentences are for less than five years, may be committed to the penitentiary; so that the number of prisoners of the rank of felons can be counted up from the State Prisons, and it is found to be increasingly large, and the per centage of criminals to the population increases more rapidly than the normal increase of the population by emigration and birth. We have at present a little short of 4,000 prisoners, all told, of the rank of felons, including these young prisoners who, being young, are allowed to be sent to the penitentiary under sentence for the felonies of which they are guilty. The number sent up from this city, of course, is out of all proportion to those sent from the rural districts, and the records of the courts are the best evidence upon that point. The number of cases that come before the different classes of courts in this city shows an increase of adepts in crime, and the exact statistics do not exist in such form that they can be conveniently quoted; but, nevertheless, they may appear on the records of your committee, and I have put in writing a few points that I could simply lay in your hands; and still I think that the records from the judicial sources would be the most instructive, for those from the prisoners only show what have actually reached the prisons and how they are distributed. And, then, there is another point: The crimes against property in this State are, to a large extent, organized crimes — crimes that have required reflection and preparation — and into that class of crime a large number of boys and youths are enticed, and this city and Brooklyn are the greatest centres for that kind of constructive operation in crime. I speak now from the result of actual observation and inquiry, for the last four years, in the prisons of the State and the jails. These centres have become so important that the statistics concerning these classes now are very desirable. They are not attainable under the existing method of making up the records of the police and judicial department.

Q. How would you suggest that they should conduct their records in order that these statistics might be attainable. You say they are desirable? A. They are so desirable that it is necessary to begin, I think, with the first conditions of any accuracy in statistics, namely, identification. On seeing prisoners in all the prisons, and visiting them several times over, and visiting all the jails from two to four times during the last four years, myself, I have found that the identification of a criminal is scarcely conceived to be a part of any public duty connected with the proceeding against a criminal, or against crime. To be sure there is a formal identification; the prisoner is allowed to say who

he is; but the young criminal learns before his beard is grown, in this city, that he may pass by any number of aliases, and he feels a great security. There is no identification of criminals.

Q. It has been suggested here that there should be some law against the taking of aliases? A. The first step towards any thing like accurate statistics would require identification. Our methods of proceeding against offenders of all ranks omit any thing like the necessary steps, and, just what those steps should be, should be very plain to judicial officers and to the public, I think, and when offenders come to be identified, as they are in many cases, one of the greatest powers to be used in repressing crime would be in our hands as a table. Now, the felons—the habitual criminals—are an unidentified class, to a great extent.

Q. How would you suggest such identification and prevent their taking other names? A. The identification should be as absolute regarding the criminal as it is regarding the citizen who is taking a passport, and there is no reason why any criminal should escape identification. There is no impossibility of identifying any criminal in this State.

Q. You said that what statistics you had at command had shown a decided increase in the number of criminals, out of proportion to the increase in population, or to the arrival of emigrants or other causes. Are you able to state what you regard as the principal elements of that increase—what change there is in our habits or our mode of living that has brought about this increase? A. I do not think that it is any particular change in the habits or modes of living of the people generally. With the increased density of population in the great cities of the State, crime has increased according to its own laws, the opportunities for crime having increased, and the influx of persons who live by crime who reach us from all parts of the world. It being the richest State in the Union, and having the greatest facilities for crime against property, the criminals from other countries and other States make it their residence to a degree which has not always been true, probably. That probably would be found to be the case from an examination of the prisoners as they are any day. Now, the records of all the prisoners in the State are familiar to the persons with whom I am associated in one of the associations in this city, or this State, for the care of prisoners—the Prison Association—and these records show that the proportion of foreign-born criminals is not only in excess, but the crimes against property are connected with that class of prisoners that seem to have floated into this State as criminals, that is, the cracksmen and burglars. Then come in the boys, the youth, those who are born among us mostly, that is, from among us, more than from the rural districts. When they



are traced back to their homes, they are found not to have sprung up from the well educated and well housed, as many people seem to suppose may be true, without investigating the subject; but the region south of Fourteenth street, for example, and the tenement-house districts, the dirtiest dens of the city, have actually been the birth-places and the nurseries of a very large proportion of these criminals that we now find in the penitentiaries and the State Prisons. When we get these boys under investigation, these younger criminals, this is the result, as the special inspector of the Prison Association said to me last week, concerning the investigations he had just been completing at Auburn, and is now pursuing at Sing Sing. The younger criminals seem to come almost exclusively from the worst tenement-house districts, that is, when traced back, to the very places where they had their homes in the city here. He says that without any theory. His records, taking name by name, prove that his calculation is based on actual confidential statements of the prisoner concerning his early life. There is nothing strange about that, but it is very important when we consider that the manner in which our poor people are housed in the most dense portions of the population, is perilous to the community in respect to the crimes that are almost sure to spring up where people live in that manner. The police records in this city already bear testimony to the usefulness of great improvements in particularly bad quarters. You know very well how it has been in the Sixth ward, and especially in the densest portions of the Sixth ward. The region of Little Water street and Cow Bay, and Five Points, generally, are no longer the conspicuous centers of the criminal class; and even in the Fourth ward, since the streets have been widened and new streets extended through, and the tenement buildings brought to a considerable degree of improvement — very great improvement indeed in the worst portions, like Gotham Court on Cherry street, Fish alley on Oak, and Madison and Monroe streets, and various quarters that could be mentioned in these wards — the improvements in the dwellings of the poor — the same class live there still — have been followed by a great decrease in the number of arrests and the number of crimes.

Q. Do you think any legislation is desirable which should prescribe the number of inmates that any house should contain, of given size?

A. Well, the experience of other cities, where such laws have been applied, shows that, by limiting the amount of occupation on a given area — square feet or square yards — and limiting the condensation of the population in the domicile, great reforms can be wrought out. Now, those are the reforms which have made such changes in Glasgow, Edinburgh and Paris. In Glasgow, the amount expended — which I put in a memorandum for your use — to simply cleanse and reform certain

classes of the population, some 30,000 people, more or less, that occupied the old tenement rookeries, has been very great, and the city took the burden upon itself. It now is relieved of that burden by a sinking fund that is growing up out of the result of improvement, though they have expended in all many millions of dollars. It amounts to over \$7,000,000 in our currency that they have expended, and now they have ceased expenditure, having carried on this work of improvement for seven years. The result is, that the decrease of crime is apparent to such an extent that it can be quoted by the police authorities and the courts, and I will just give you a brief statement to show what the result is from simply changing the condition of the domicile, the morals and the religion and the number of families; the number of individuals in families has not been changed, the people having the same essential qualities, except that they have light and air and better domiciles. They have not been driven out of the city. Now, in the city of Glasgow, the result is really astonishing, as given by the Lord Provost.

Q. That is a city of some four or five hundred thousand people, is it not? A. Glasgow has within a thousand or two the same population as a whole that the city of New York has south of Fourteenth street. It has a little short of 500,000.

Q. So that is a fair test of the operation of this law in a city of that magnitude? A. Yes, sir. The result in 1873 is as follows. (This is from the report of Sir James Watson, the Lord Provost.) In 1867, which was the year in which the law was first published (it was not applied yet), and when they began to purchase properties, and actually to inform people that they must seek shelter elsewhere, though it became necessary for these trustees of this duty to provide shelter, as they did at an expense of \$50,000, and all of which has since been reimbursed by the sinking fund — the total number of crimes, all told, was 10,899. Total crimes reported in 1873, 7,869. Total thefts by prostitutes in brothels, which was the special kind of crime worth observing, these improvements having swept them away, was 1,192 in 1867, and in 1868 it was 1,246, as though the same people were more desperate; but in 1873 it went down to 264, against 1,246. This is quoted by the city authorities of Glasgow as being the result of the improvements, and Captain McCall, of the Glasgow police, says that the city has been cleansed of its foulest dens of crime and profligacy. Mr. Morrison, a resident, says: "It is difficult to believe that districts through which you may now walk with perfect safety and confidence, were formerly the scene of many murders, robberies and assaults every day and hour." In this city we have got to deal with certain sources of shelter to crime, as well as the sources of crime, which are incident to the excessive condensation of the poor people and the ignorant classes and the vicious

classes in certain classes of dwellings. They are not yet subject to any law. All the health laws, all the tenement-house laws yet secured have failed to reach those things, and those are things which must be reached before the police can successfully penetrate and control these hiding-places of crime. They may go in and see that everything is lovely by the lantern, if they have one, but they cannot prevent the causes that are prevalent, and inherent in those places.

Q. As a matter of fact the population is so crowded in this city, in certain portions of it, that it does give this origin to crime? A. Yes, sir.

Q. And that there are districts in which this legislation that you refer to is required, in your opinion? A. I think so.

Q. Now, if you will be kind enough to state to us what legislation you would advise. A. Up to this time the legislation which has been aimed at the improvement of the habitations of the poor and the lower classes, has been exceedingly lenient towards the preferences of any, and of all property owners. That has been consistent with our ideas of law and of improvements. Now, it turns out that there remains a class of properties (no matter whom they are owned by — the owners are often in another country) which partake, in a certain degree, of the very nature of the old Five Points district ; that is, the population packs in, in its own way, and to a degree of density and community of evil things and evil persons which makes the conditions of life absolutely destructive to social morals, to say nothing of matters of mere technical morality. The thing is simply inevitable in the eyes of the sanitary official. Now, these places are known to the sanitary officers. I could go with any one of you and show you the places, and show you that there is no health law in the State of New York that would apply to the necessary rectification of the evils. It will apply to a certain degree, and there you stop, and these people living four times as densely upon an area, as a civilized State has any right to let the ignorant and the debased live, whatever may be possible with the other classes — must be taken care of, to save themselves. There are so many of those places, that it is necessary to have certain conditions of improvement made possible. Right opposite the board of health buildings, in Mott street, is a piece of property, no doubt owned by a virtuous, respectable citizen,—I don't know who, as it is constantly changing owners,—where the rear building is so situated that the families must live in darkness ; they do live in filth ; no matter if they were cleansed twice every day they would be filthy twice every day, if they were cleaned by police authority ; they will be inhabited by people who learn to prefer darkness, to seek darkness because of the habits into which they fall. They will be frequented by thieves, and when people are reared in such places, as soon as they learn to be

thieves, or to be receivers of stolen goods, or partners in any manner, it is in vain to talk about any conscience in the matter, because after once the acts of thieving have been commenced, no matter on how small a scale, the probability is that the person participating in such crimes, whether acting in company or alone, will cease to have compunctions on the subject. Now, I am not speaking from theory, but from what I know to be true of the criminal classes, as we examine them in the precincts and tenements; and it is testimony borne quite recently, only last year, by one of the greatest students of crime—Recorder Hill, of Birmingham, England—that nearly all who fall into the habit of theft, cease to have compunctions, whether they once had education and a moral culture or not. The very acts lead to the destruction of that moral sense which makes us recognise the importance of *meum et tuum*, and that class ceases to have any compunction about theft. Having got started on the way to any theft, no matter how small that habit of theft is, any theft excepting that which simply reaches out to get bread to prevent starvation at home, is almost sure to be the beginning of a life of theft. Now, thieving in one way and another, crime against property, as it is termed nominally, constitutes 90 per cent. in round numbers of all the crime in our city prisons and penitentiaries, excepting the crimes which are committed simply in the condition of drunkenness. That in Great Britain holds true, and has been published with all the statistical array to prove it. It has been published after an investigation in five of the largest prisons in this country, including the two State prisons and the penitentiaries, in Pennsylvania, by a person given to such studies, connected with one of the prisons of Pennsylvania, that 90 per cent of the crimes committed, excepting in acts of drunkenness, are crimes against property, and the crimes against property are much more serious than the mere loss of the property. They involve the tendency and almost the certainty of drifting the offender into the habitual criminal class.

Q. What is the connection, which I think you started to explain to us, between this crime of theft and this crowding in tenement houses?

A. In these crowded places, thieving springs almost out of the very atmosphere. The very surroundings of the people, and their entire environments, tend to lower down the conscience and the relations of ownership, in such a way that thieving comes from ten thousand causes, of course, and in a very special sense in these densely populated places the world over. It is a law of the condition itself of overcrowding that thieving will be the greatest and most conspicuous crime, and the crimes against morality generally follow in the trail.

Q. And another effect of this crowding is to bring all classes of persons together, the good and the bad? A. Yes, sir.

Q. And the bad produce much greater evil results than the good will produce beneficial results. Is that it? A. The criminal class seek crowds. When one of the railroad presidents here told you a few days ago that he was able to find pickpockets, he told you what every pickpocket knows very well, and all the State prison thieves know very well, that there are rendezvous of criminals to be found, and the places are just as well known as the hotels of the city. These nests exist, and there is a sort of truce in the community between these wretched people; they are not disturbed; they live as they please, and contrive crime as they please; and a cracksman, somewhat famous for one of his youthful age, told me in the Binghamton jail in 1871, "We fixed our crime on the corner of — (such a street) and the Bowery. Then we had our lodgings up at Yorkville, at Mrs. so and so's, and we consisted of so many persons—occasionally thirteen." He was sent to the Albany penitentiary; he was a mere boy, a London boy, who came here with his burglar's tools to operate as a cracksman, and organized a line of crime all the way from New York to Buffalo, and four or five of them sallied out and visited the places where they were to break in and steal, and yet the crime was organized here near the Bowery on a cross street, and they had their lodgings in Yorkville, and their habits and their ways could have been known; and they could have been identified persons. They were all boys; he gave me the ages. They could all have been identified; and when I speak of identification of criminals I could go to the extent of showing that it should apply to all those who need to be brought under arrest as habitual criminals for the sake of identification, even if actual offenses have not been committed.

Q. What legislation would you advise in reference to preventing the crowding of tenement houses? A. I should think it would be necessary that one of the appropriate departments of the city government should be clothed with adequate authority to determine when to take action after a certain limit of crowding had been reached. Of course all efforts have failed up to the present time, and there have been several efforts put forth, and legislation has failed at Albany, and not in New York, in that respect.

Q. It would not be necessary to legislate in regard to the area, etc. I suppose the proper legislation would be, that the board should make such regulations as they deem proper? A. I don't think the law will quite reach the evils I am alluding to, of condensation, unless it is a statute. I doubt if an ordinance, even under the extraordinary powers that are given to the health board and building department, could quite reach all the evils that we witness. For example, there are certain buildings that must be possessed and removed; there are certain places that must be vacated.

Q. Do you quite understand my suggestion? My suggestion is, it will not be necessary, in carrying out your idea, for the Legislature to prescribe how many inhabitants there shall be in a certain area; the proper action for the Legislature would be to clothe one of the proper boards here in New York with power to determine what shall be the correct area for a certain given number of inhabitants. Would not that be the best form of legislation? A. I think it is perfectly practicable to reduce it to an affirmative form, and it is really a very difficult point upon which to get legislation, because the main point to be attained is, to clear up certain dark places and actually remove a certain amount of structures that now exist, forever.

Q. A law restricting the size of buildings—would not that have something to do with the overcrowding of houses? A. Yes, sir; in various cities, where great improvements are going on in Europe, that is actually done, restricting the size of a building on any given area.

Q. The buildings which exist now in which so many families are crowded—it has been found very difficult to pass any law to reach them on account of the constitutional prohibition about the payment of damages, etc.? A. In Great Britain it is found necessary to obtain possession in a legitimate way, as any other property can be condemned and taken, and I have no doubt that that is the only way; it seems to be the legitimate way. The number of these places is now reduced to something definite—that is, it is not so great as it once was. All reasonable property owners seem to be willing to comply with the health laws. There are some old properties, and unfortunately a few new ones, but certain old ones, that are now the nests of crime. They are the dens of death in every sense, and dens of infamy and disease, and children that grow up there must almost inevitably drift into the criminal classes unless they fortunately drift into the hands of the Juvenile Asylum, or the Catholic Protectory, or are sent west; and 25,000 of our children, I suppose—Mr. Brace reports about 22,000, from his society alone, have been sent west since that organization existed. It is a terrible alternative, of course, but children that drift into these Industrial Schools and all these schools of the Children's Aid Society can escape from those places where crime grows. These children that are sent away and sent up to the Juvenile Asylum and the Protectory, instead of drifting back into crime, drift into families, and less than 5 per cent return to a vicious life.

Q. Have you ever got this subject into the concrete, so to speak; that is, as to what amount of building or superstructure should be allowed on a certain area of ground in a city like this? A. That is a complex question, depending on the width of streets and the depth of

lots, and the distance from one street to the other, so that the whole has to be a matter of special definition.

Q. You are acquainted with the law under which the board of health, at the present time, have power to order the vacating of any premises that they think are unhealthy? A. Dangerous to life and detrimental to health must be the declaration upon which any thing can proceed. Whenever you can get that declaration made against any building, and specify your causes, and, in an open examination, make good your cases, the board of health proceeds with safety, and has proceeded in a great many instances.

Q. Who makes that declaration? A. The declaration is made by the board of health, upon the sworn testimony of the sanitary inspector, and, if need be, of the architect of the board and such engineering agency as they may employ. This has been done over and over again upon property that we are familiar with here, in Gotham court and in Cherry street, the old Baptist church property in Mulberry street, and in James street and in Roosevelt street, and perhaps upon five hundred cellars. These orders have usually been successfully enforced, and the police have lent the necessary aid to secure the evacuation of premises in due time, so that the necessary improvements shall go on. There is no law by which the board of health can proceed and do those things.

Q. In the instance of the sheds around Washington market, the complaint was that there was not sufficient light and air. Would not the same law apply to these tenement houses that you complain of? A. I do not deny that it would be applied if there was the same bold hand to attack and take the consequences. Of course it was all an obvious matter at the Washington market, but when you come to what has been let be so long that it has become a chronic evil, so that people accept it as a matter of course, the popular voice must sustain the movements and prevent suits from being incurred where large properties are affected—for instance, we have rear buildings in certain courts which need to be at once vacated, and those particular buildings and the area they occupy to be yielded to the necessities of the population that occupy the main buildings.

Q. In those places you recommend the tearing down of the structures? A. They need to be handled as evils that injure the community, by any method which can be made consistent with the constitution of the State and the rights of property. The people who own them sometimes are resident in a distant country; sometimes they are entailed estates, when there is no particular responsibility in any person.

Q. Will you just mention in what particular localities in this city those houses are situated? A. That would be publishing the names in my neighborhood. If any one of you would like to see some of them, I

would like to visit some of them with you. I would not go further than that, because we keep a death-register against them; we keep an account current with every one of them, and see how many are killed in them by disease.

Q. Have you any objection to mentioning the locality where some of them are. Greenwich street, I suppose, contains some? A. That is a good place to start. Washington street has some, and the other side of the town contains more; of course, the Eleventh and Thirteenth wards, and some small portion of the Seventh. I will give you an illustration at a venture—say that 2 Monroe street, extending through to Cherry, ought to be visited by this committee. It makes no difference who owns such property; no human being has a right to permit the occupation of buildings constructed as those double rear structures are. There is a rear to Cherry and a rear to Monroe. So you will go to the whole row of property opposite the board of health buildings on Mott street, and see a row there that invites attention from everybody. You see properties that must be improved even though it was the property of an orphan infant, a mere entailed estate; it must be improved because of the interests of society; it must be taken in hand, just as foreign cities are taking their dangerous places in hand, and are succeeding in it, and without any harm to any citizen.

Q. If I understand you, you regard this crowding of tenement-houses in this city as one of the great sources of crime under which we are laboring at present? A. Yes, sir; they are sources of crime that will continue just as certainly as the present unlimited crowding continues.

Q. In the examination that you have made, can you state to the committee the number of families or the number of persons living in any one house in the city of New York—the largest number? A. Twenty-four separate tenements, with an average of four to five persons in each family in a tenement, can be found in a large number of houses of the newer kinds, twenty-four families entering at one door, one front hall; that upon twenty-five or thirty feet front, usually twenty-five, gives you an idea of the condensation of the families. There are some masses of forty-eight families, and if you would like to see the record I will show you the book.

Q. That is about a family to a foot, is it? A. These are exceptional cases, where the front and rear are occupied in such a way, or where there are forty-eight families; but twenty or twenty-four families are common numbers; but there is excessive massing, for instance, in Cherry street, and those masses that I have mentioned in Monroe street, the mass in Mott street which I have just mentioned, and several in the Tenth and Thirteenth wards, that would illustrate the worst packing, perhaps, yet seen in the world.



Q. I think you said you had some memoranda that you desired to submit to the committee? A. It will save the trouble of listening to figures. I prepared them last night to meet questions that I understood would be likely to be asked me.

The following is a copy of the memoranda above referred to produced by the witness:

Crimes increase throughout the world in about the same ratio as the population increases, but there are certain districts in which crime decreases as the population increases. There are towns, cities and districts in which crime increases far more rapidly than the population. Generally the aggregate number of crimes increases as the density of the population increases, but this is not an inevitable tendency and result of increased density. Throughout England, Ireland and Scotland, the relative number of crimes to every 1,000, or every 1,000,000 of inhabitants is decreasing. Edinburgh and Glasgow have been steadily increasing in population, and in the past four years the ratio of crime has steadily decreased from causes presently to be noticed.

The number of persons who live in crime and make a vocation of some line of criminal life in the city of New York, and in several of the cities of this State, increases more rapidly than the population. The total number of State prisoners and felons now under sentence in this State falls but little short of 3,900. The asylum for criminal insane adds upward of 100 to this number, making the total a little short of 4,000 criminals of the rank of felons. The six local penitentiaries at present contain between 2,800 and 3,000 prisoners, but several hundred of these are youthful State prisoners, who, at the discretion of judges, have been sentenced for less than five years to a penitentiary.

Crimes against property are to a great extent perpetrated as well as contrived by *habitual criminals*. This class of depraved persons engage the co-operation and subordinate services of great numbers of needy people, who take the worst risks and needlessly become the scapegoat to cover the offenses of the contrivers of the crimes. The actual number of habitual criminals is believed to be increasing in this city. The police records and the State prisons offer evidence, and those by the prisons indicate that this city and Brooklyn contain more than half of all the habitual criminals, contrivers and leaders in crime in the State. The professional criminals of the whole civilized world make New York a rendezvous. The British Islands' cracksmen and thieves, the professional thieves from France, Italy and Germany, and various classes of persons who have lived by crime in Europe, organize crime and live in it in New York.

The laboring poor classes of our city inhabitants are not as easily led into crime as into the ways of virtue and excellence. Their chil-

dren are readily saved from criminal courses, even when left to the care of charity. The Juvenile Asylum at High Bridge, the Catholic Protectory in Westchester, and the Children's Aid Society in this city, have for seven years continued to show that it is quite possible to save almost all the juvenile delinquents and homeless children which are brought under the care of these institutions, respectively. These three institutions alone have received, and after a brief period of training, sent forward into the world, thousands of children, to lead lives probably as useful as the average of men and women, without losing more than a very few, perhaps not more than five or six per cent, who fall into disorderly or criminal courses of life. The success of these simple measures in rescuing children out of the pathways that led to criminal life, proves that the greatest sources of supply to the criminal classes can be dried up. This is as true in every other part of the State as it is in the city of New York.

Now, it is a fact that the number, the fearlessness and the defiant organization of criminals against property have been increasing these several years past in the city of New York; it is true, also, that wherever there has been a great improvement made in the condition of dwellings for the poor, or in the cleaning up, whitening or the lighting of narrow courts and alleys, or in the attention of the police authorities to duty in places frequented by dangerous classes, disorderly and criminal conduct has been immediately and greatly diminished. The Fourth, Sixth, and Fourteenth, and portions of some other wards afford striking illustrations of this fact.

The Old Bowery, Little Water street, Cow bay, Gotham court, Fish alley and places like those which made the wards just mentioned a terror to the city, have been so changed in respect of domiciles and local cleanliness and supervision, that they have ceased to be the resorts and nurseries of young criminals and hiding-places of the hardened and habitual offenders. When the great riot occurred in 1863, every hiding-place and nursery of crime discovered itself by immediate and active participation in the operations of the mob. Those very places and domiciles, and all that are like them, are to-day nurseries of crime, and of the vices and disorderly courses which lead to crime. By far the largest part — eighty per cent at least — of the crimes against property and against the person, are perpetrated by individuals who have either lost connection with home-life or never had any, or whose homes had ceased to be sufficiently separate, decent and desirable to afford what are regarded as ordinary wholesome influences of home and family. This statement is based upon accurate observations in the history of crimes and criminals in this State the past four years.

The crowded tenement district, a vast number of the inferior kinds

of tenement houses, a great part of the low class of lodging-houses, and the drinking dens which are supported by the denizens of these places, are the worst and most abundant sources of crime in this city; they also have their counterparts in Albany, Troy, Brooklyn and Buffalo. These dangerous sources and hiding-places of criminal life in New York city are so numerous, and the evils themselves are so interlinked with the common life of more than 200,000 people who inhabit these unfit dwellings, that no police system can successfully cope with such causes of vice and crime as exist in the regions here mentioned. Changes are necessary; reforms must be projected which will bring about necessary improvement in the dwellings of these poorest and most unsettled classes of the inhabitants of the city. Not all the tenement houses in this city, by any means, and not all the classes of the poor are guilty of promoting crime. The tenement house districts of New York are now analogous to the crowded quarters of Edinburgh, Glasgow and Liverpool, as they were before 1867-1875; probably the same, or certainly quite similar methods of improvement will soon become necessary in New York for overcoming the evils which the sanitary and dwelling improvements in the cities just mentioned are now securing.

In Edinburgh, the lord-provost (W. Chambers), when beginning to demand the dwelling reform, which is now in progress in that city, said, in February, 1866: "The question of improvement is one of life or death, and between the two the town will have to make its choice." Looking at it merely as a money question, we are reminded that, through the efficacy of proposed improvements, there would in all likelihood be a considerable diminution of public expenditures as regards crime, pauperism and medical charities. Well, Edinburgh resolved to spend any necessary money and labor to bring about the necessary improvement, by removing the "dens of death," extinguishing the fever nests, superseding them by healthful dwellings, and putting definite limitations to surface-crowding of dwelling areas and overcrowding of tenements. Though they put into this venture at first a little less than \$2,000,000, the beneficial results already obtained are so great that the tax-payers of Edinburgh would now quadruple that sum cheerfully, if it were necessary, in carrying on the improvements; but it is not necessary, for while the improvements are going on to-day more rapidly than ever, their beneficent effects have already created a *sinking fund* which will extinguish the original cost.

Liverpool had a task quite as difficult as that which Edinburgh has undertaken, and it is accomplishing a great reform in the dwellings of its poor classes in the same business-like way, though by the more

American way of inducing capitalists and the owners of tenement property to carry out the required dwelling improvements.

Glasgow undertook the same task in 1866-1867, under commissioners appointed for the purpose, and who have already purchased, renovated and reconstructed property in the heart of that old city, for which they have paid \$7,000,000, and have given such success to the dwelling improvement system, which they are enforcing in the name of the town council, that this great debt is being overcome by the fund which the improvements have created.

These instances are mentioned here for the purpose of showing what one of the first results has been, as regards crime in these three cities. The lesson is applicable to our own city. Indeed, we have witnessed some analogous results from mere sanitary improvements in whole squares and in numerous nests of tenements in this city. But more on this point subsequently.

#### RESULTS OF DWELLING AND IMPROVEMENTS FOR THE POOR IN EDINBURGH, LIVERPOOL AND GLASGOW.

In Edinburgh, the number of separate houses dealt with practically to their entire reconstruction or total removal, to give space and light, etc., up to last spring, was 1,410, and the piles of tenements and rookeries thus handled were 330. Fifty thousand dollars had been expended for temporary housing of very needy families whose old rookeries were removed. The people were in no instance driven out of the city. The municipal police had the entire population to look after as ever before, and the number of inhabitants steadily increased as before.

In the *first five years* of the operations, namely, until the end of 1873, the crimes of the nature of felonies, and not within the jurisdiction of police magistrates, decreased from 672 in 1868 and in 1870, down to 570 in 1873. Misdemeanors and all crimes cognizable by police magistrates, diminished from 11,166 in 1868, down to 8,879 in 1873, or more than 25 per cent.

Mark the fact, that this was a decrease of crimes in the total population, and that the cause of that decrease was found in the small districts, and in less than 50,000 inhabitants there, undergoing merely sanitary and domestic improvement; simply a physical change which affected social order and moral results.

Liverpool, in August, 1874, footed up the total outlay by the borough for its great work of demolition of rookeries, and for the sanitary engineering, and to the capitalists and owners of dwellings undergoing reconstruction—an aggregate in cash, amounting to \$469,320. More than half of all the adult tenants in the tenement rookeries were found to be drunkards, and the vices, crimes and wretchedness in them,

exceeded the worst ever witnessed in New York. The health officer reported at the outset of the reform in these tenements: "It may be a question whether the condition of their homes promotes the vice of drunkenness, or whether drunkenness itself be the primary cause of that degradation and want."

In the absence of exact records of crimes in Liverpool, we have the fact that drunkenness has decreased in the improved dwellings, and that the rates of mortality have steadily decreased.

Glasgow is a city of less population, altogether, than that fraction of New York which is situated south of Fourteenth street, and it contained many, and still has some remaining crowded quarters, that would vie with the worst in New York. The first outset of the cleansing of foul quarters, resulted in the entire removal of certain notorious piles of old tenements. Between 1,500 and 1,600 of the inhabitants of those places were gradually displaced in the course of four years. The lord-provost, Sir James Watson, reports the following, among the results:

Total number of crimes reported to and by the police in 1867..	10,899
Total crimes reported in 1873.....	7,869
Total thefts by prostitutes in brothels in 1867.....	1,192
"          "          "          1868.....	1,246
"          "          "          1873.....	264

Let it be understood this is for the whole city, with the people of the former old rookeries still living, but in the sunlight, and in dwellings more healthful and surroundings more cheering and invigorating than they had in the dens of death now demolished by the trustees of the dwellings' improvement fund. It was ascertained that this disposition of the most vicious population has produced no visible harm. Captain McCall, of the Glasgow police, reports that the city has been cleared of its foulest dens of crime and profligacy. A recent writer in Glasgow says, "It is difficult to believe that districts through which you may now walk with perfect safety and confidence, were formerly the scenes of many murders, robberies and assaults of the most aggravated character."

All this evidence goes to show that the domiciles and daily surroundings of human beings have much to do with acts and habits of crime. Depraved as human beings may be, and deplorable as the state of criminals may be, we have learned to say to every criminal and to act toward all criminals in the spirit of the words we here reiterate, *that if not insane or idiotic, every criminal can cease from crime, and learn to do well.*

Whoever will, for a single day or hour, put himself in the place of the criminal classes, and conceive, even in part, what a life, bodily, mentally and spiritually, that is which the vicious and criminal classes

lead, will not dispute the fact that by removing causes which degrade the home life, or which destroy the homes of the lower ranks of our city inhabitants, we shall prevent a vast amount of crime, and rescue no small number of children and youth from the beginnings of crime.

The sanitary cleansing, ventilating and merely structural improvement of separate tenement dwellings have already proved very efficient aid to social and moral improvement, even in the Fourth, Sixth, Fourteenth and Seventeenth wards; but the rookeries which cannot be reformed by any existing law, still defy both the sanitary and police authority. The sanitary inspectors can point them out. Besides these dens of death and infamy, there is perilous over-crowding of the older kind of tenements in all the wards south of Fourteenth street, and no law is yet obtained which can set limits to the massing of inhabitants upon given areas of ground or within a given house. Until adequate authority can be exercised in these respects, the old over-crowded tenements and rear houses and dark courts and rookeries will be sources of criminal life.

Drunkenness and all the crimes it causes become the inevitable fate of a great portion of the inhabitants of such dangerously crowded quarters. The children, even of degraded parents, in these dens of death, are saved readily enough if so cast adrift that they can be gathered into places for instruction, or into new homes away from the city; but the youth, which ripen into vicious and criminal habits, and inflame their morbid passions and give themselves to the degrading companionships of these dens, are apt to become hardened adepts in crime while yet under sixteen years of age. A large per centage of the present inmates in the three State prisons and in two of the penitentiaries, grew up in the old tenement regions of this city. These young vagabonds are to-day ranked in our prisons as habitual criminals. The sources out of which they are daily coming down to the prisons should be dried up. An eminent student of causes of crime, who spends much of his time in intercourse with prisoners for their benefit, has recently stated to me that he feels safe in saying that a majority of the habitual criminals now in the prisons at Auburn and Sing Sing were once tenement children in New York.

Offset against such a terrible destiny of the criminal boys and young women found in the city rookeries, we have the fact, that of the thousands of younger children admitted to the institution for juvenile delinquents, at High Bridge, scarcely any have entered upon criminal or vicious courses when adopted or indentured, as they are in separate homes, or sent to kinsfolks who have rich homes. The Catholic Protector is proving that by its methods of separating even 2,000 at a time from the perils of the bawdy-house people of the city, the experi-

ence of the Juvenile Asylum is repeated. The Children's Aid Society also proves that the street Arabs and vagrant and truant children of the dangerous classes, and any other children, can be removed from the earliest steps of offending and vicious life, and be saved. Mr. Brace reports that of more than 22,000 such children, hastily washed up, briefly instructed, and planted in country homes, scarcely any again fall back into the city or into evil courses. It is not the parentage and heredity, but the dangerous surroundings and influences of dwelling-places which curse and destroy these children, who, in the city, never had any true home life.

The deponent may be allowed to offer the following suggestions in reply to inquiries of the committee :

1. That the prevention of wasting disease and pauperism among the occupants of the dangerous classes of tenements and dens which are sources of crime, can be brought about only by removing the causes which render them prolific of crimes; hence the urgent necessity for adequate laws and sanitary authority to secure healthful domiciles, even to the poorest classes.

2. That the truancy and vagrancy of children should be completely prevented, and that the police measures for this purpose should, under no circumstances, permit criminal youths or obdurate young delinquents to be mingled with other children.

3. That the act of the last Legislature (chap. 464), for providing an entirely distinct method and suitable place for the detention of children charged with crime, should be strictly complied with in this city.

4. That boys for any first conviction for a less crime than a felony, and, certainly, nobody under 17 years of age, for any offense, should be sentenced to the Blackwell's Island penitentiary, but should have all the benefit of reformatory and educational training.

5. That the places, as well as methods of all kinds of crime-capitalists, from the purchasers and culpable holders of stolen goods to the drinking, gambling and debauching rendezvous for boys, and every person and means by which boys and youths are enticed into crime, should be prosecuted relentlessly, until all of them are exterminated from the city. If for this purpose more exact laws are necessary, let us have them and fearlessly execute them.

6. As regards all boys and youths who evince decided proclivity to vicious and criminal courses of life in this city, if brought under the necessity for penal and reformatory treatment, the truthful motto of Demetz, at Mettray, needs to be kept in mind in sentencing and treating them : "To improve man by the soil and the soil by man."

Shops and gang-laborers will not act as reformatory agencies. Such morbid and really pitiable young offenders can be saved most certainly

by bringing them into the most congenial and varied communing with nature, and with eventual hopes and ownership connected with the earth and its products. The agricultural and horticultural reformatory colony at Mettray, and the farm school at Lancaster, Ohio, have for years proved that the worst classes of criminal boys in an entire State may be so trained and so taught to organize their plans of life, and to cease from evil, that scarcely three per cent of all graduates of those reformatories fall into adversity for offenses after leaving the institution. This is a point of more importance than might appear to a casual student of this subject. It is all important that as few criminals as possible should return to evil companionship; they need to be so amended that they may be safely returned to and saved in the bosom of society. It is estimated that not far from sixty *per cent* of the youths who are sentenced to the penitentiaries and the State prisons from this city, sink into the ranks of habitual criminals, if they live to be twenty-five years old. The *increase of crime* is largely due to the failure of the people to adopt reformatory methods in dealing with youthful criminals.

The foregoing testimony shows only a part of the picture of the low social conditions out of which the dangerous classes spring and the reformation of which the young offenders are susceptible. The Society for the Reformation of Juvenile Delinquents (the New York House of Refuge) in this city have undertaken to trace each of their pupil's domestic and family history, aided by a competent officer and the following schedule:

Examination of the Home of ..... No. .... by .....  
 Residence, No. ....  
 Is it a tenement-house? ..... How many floors? .....  
 How many families in the house? ..... How many children? .....  
 Is any part used for liquor saloon? .....  
 How long has this party resided there? .....  
 How many rooms do they occupy? ..... What floor? .....  
 Are the rooms comfortably furnished? .....  
 How many in the family? ..... Boys? ... .. Girls? ..... Ages? .....  
 Is the father living? ..... Is he temperate? .....  
 Occupation? .....  
 Is the mother living? ..... Is she temperate? .....  
 Occupation? .....  
 Are the parents separated? ..... For what cause? .....  
 Is there a step-father? ..... Is he temperate? .....  
 Occupation? .....  
 Is there a step-mother? ..... Is she temperate? .....  
 Occupation? .....  
 Do any of the children attend school regularly? .....  
 Did this boy attend school regularly? .....  
 Did he have any regular employment? .....



Was he truant from home or school? .....  
 Was he arrested before? .....  
 Has he been in any other institution? .....  
 Have any of his brothers or sisters been arrested? .....  
 Have the parents property? .....

Remarks.—

The statistical statement of the results of the first year's investigations in this field, is given as follows by the superintendent:

TABLE showing the character of the homes, social condition of the family, habits and antecedents of the children before commitment here, etc., as revealed in the "Home Examinations."

1. Character and condition of homes:

Resided in private houses.....	67
Resided in tenement-houses and shanties.....	417
Homes comfortably furnished .....	250
Homes not comfortably furnished.....	214

2. Social condition of the family:

Fathers living.....	327
Mothers living.....	401
Fathers dead.....	175
Mothers dead.....	101
Parents separated.....	35
Step-fathers.....	43
Step-mothers.....	37
Temperate fathers and step-fathers.....	221
Temperate mothers and step-mothers.....	385
Intemperate fathers and step-fathers.....	139
Intemperate mothers and step-mothers.....	79
Parents having property other than household furniture.....	77
Parents having no property other than household furniture .....	401

3. Habits of the children before their commitment here:

Attended school regularly.....	184
Attended school irregularly or not at all.....	373
Were habitually employed.....	162
Were habitually idle.....	312
Were truants from home and school.....	312
Were under arrest previous to being sent here.....	231
Had been inmates of other institutions .....	168

Superintendent JONES, of the House of Refuge, states "that poverty is closely connected with juvenile delinquency, and that intemperance is intimately connected with poverty. In eighty-three per cent of the homes visited it was found that the parents possessed no other property than their scanty furniture. Many of the homes were uncomfortably furnished; while in the best there were few attractions to induce the

boy or girl to be contented in them. Far the greater number were in tenement-houses. These houses were occupied by many families, having numerous children, and the rooms were usually untidy, and, in some cases, filthy. From ten to twenty families under one roof were frequently found. One house was occupied by thirty-two families, having, in the aggregate, ninety-six children. In some cases the officer found the parents so much under the influence of drink as to be unable to give intelligent answers to his questions.

"Is it any wonder that the children find greater attractions in the streets than in such homes? It is well, in considering the causes of crime, to give large attention to the influences in and surrounding these homes, that it may be ascertained to what extent they contribute to this great evil, and to inquire if, through legislation or otherwise, these hurtful influences and conditions surrounding these unfortunate children may not be corrected."

The domestic life of the common people is so intimately associated with the moral and physical history of their children, and with all the conditions under which the vicious and criminal classes are nurtured until their own depraved characteristics are entailed as a family heritage, that any definite and comprehensive improvements in the habitations and circumstances of the poor in our large towns and cities will contribute to the prevention of crime and the suppression of some prolific sources of it. Even the opening of wide streets through the most crowded portions of the Fourth and Sixth wards of New York has been followed by a marked decrease in the predatory crimes and all sorts of crimes against the person. The clearing up and sunlighting of dismal old tenements and alleys, as sanitary measures, have been followed by a decided improvement in the peace and security of their neighborhood, and the decrease of vices and crimes occurring in the tenements so improved. The experience of London, Edinburgh, Glasgow and Paris, in the opening of the dark and crowded quarters where poverty, ignorance and crime were once interchangeable synonyms in all descriptions of their inhabitants, has shown that dwelling improvements and the sanitary regulation of cities may more effectually repress certain prolific causes of crime than all the discipline of the felon prisons.

In the Thirtieth and Thirty-first Reports of the Prison Association, there was a body of evidence presented in regard to the growth and entailment of crime in degenerating and degraded families and communities in certain interior counties of New York. That kind of evidence is discovered in almost every county, and has been witnessed by the writer even in the wilderness of the Adirondacks and of the Oswegatchie. The details concerning the heredity of criminal character and family infamy are too sad and sickening to be recited, but the

injuries and burdens which these classes inflict upon the community, and the duty of society in breaking as many as possible of the links and alliances of hereditary causes of crime and vicious pauperism, are profoundly interesting the local committees of this Association and enlightened citizens in every county and city. The ignorance, brutality, habitual crime and utter infamy which continually make the dark places in cities dangerous and forbidding, and which are visible plague-spots in numerous towns, mark the very name and record of social and physical causes of degeneration and prominent vices with which society never interferes sufficiently nor soon enough, for it is not the out-door relief and the endurance of poor-rates and court and jail expenses caused by those depraved and degenerating families, which can remedy their condition. Society will be protected from the dangers and the cost inflicted by its habitual offenders only when the causes that nurture them are superseded by agencies that will redeem or permanently restrain them by the discipline of labor, instruction and obedience.

#### RECORDS OF COURTS AND PRISONS. — CRIMINAL STATISTICS.

Public justice and personal right are often dependent upon correct and adequately complete records of facts. Defective, inaccurate or ambiguous records are sure to cause injustice and wrong, sooner or later, and in all proceedings against crimes or offenses the State itself is so responsible for the forms and verification of whatever enters into the record of the individuals and events at the bar of justice and in the custody of law officers, that any avoidable defect in the records of courts or in the registration of essential facts regarding each prisoner must be esteemed as culpable negligence.

"Courts of record" have exclusive jurisdiction, in cases of crime punishable in felon prisons, but the jurisdiction of the same courts extends downwards to misdemeanors and petty offenses so variably in different States of the union, and under so many different statutes that regulate the jurisdiction of the minor courts of police justices and special sessions in the twenty-four cities in the State of New York, as compared with the service of committing magistrates and the sessions courts of rural districts, that the practical value of the term "convictions in courts of record" is quite untrustworthy. Yet it is mainly by means of the transcript returns from this class of courts that the public is kept informed of the increase or decrease, and the specified movements and kinds, of crime in the State.

The police or justices' courts in the twenty-four cities, and the courts of special sessions in every county, are required by statute to file their records of official proceedings with the county clerk. The act of the Legislature (chap. 97, 1861, sec. 5) constituted all the city police justices'

courts to be courts of special sessions, and, at the same time, specially required them to make a formal return to the county sheriffs concerning all convictions by said courts.

The jurisdiction of the police justices' courts in cities has been variously modified from time to time, so that the actual record of crimes in any county in which a city is located cannot be correctly understood without an examination and analysis of the convictions as well as the commitments by these courts.

The sheriffs are roundly paid for the schedule-records which, as the statute requires, they transmit to the Secretary of State, at Albany. It is a perfunctory service in which no attempt at accuracy is thought of, yet many particulars are given with a heedless hand in scheduled columns. There is no well-kept jail register at hand to enable the sheriff to verify the outline of personal records which he receives from the police courts. The errors in those papers are magnified by the sheriff's process of completing them to *appear* to comply with the required forms specified in the statute.

Plainly enough, the correctness of records of all minor courts must depend upon the greatest faithfulness possible in personal descriptions or statements which are entered in the court lists, and upon a thoroughly truthful or well-kept jail register. It is at this point that the necessity of correct and complete jail records becomes apparent. The State has no such system and no central supervision of criminal statistics. The office of the Secretary of State merely *receives* such returns as the sheriffs and the county clerks shall make, but no officer is charged with the duty of making or proving such returns to be numerically complete or specifically correct.

The statutes require that the county clerks shall promptly forward to the office of Secretary of State a transcript of all the records of convictions which reach him. The sheriffs, in like manner, are required to obtain and send forward to the Secretary of State, and in the form and particulars required by him, certain specific kinds of information concerning the individuals who have been convicted in courts of record, in city police courts, in courts of special sessions, or before any justice or other judicial officer before whom any person shall have been convicted of a criminal offense.

The statute which prescribes all these duties also defines the duty of the justices and other judicial officers and the district attorneys, in regard to the official returns which they shall respectively make to county clerks and to sheriffs to enable the latter officials to complete their own returns to the Secretary of State. The absence of a central bureau and special officer to set in motion the entire machinery of the official returns that are thus required by the laws, leaves all to the mischances of an auto-

matic and irresponsible service in which any one of the officials concerned, may neglect his own duty, and may, in turn, suffer and fail in consequence of the failure of other officials in the series of those from whom records and information should have been received by him. The sheriff, and sometimes a county clerk, in their embarrassing position, may give some apparent completeness to his schedules of returns by filling up the blank spaces in merely clerical manner, without regard to the facts. Not only does this occur in some of the largest cities, but there are numerous counties in which the returns from courts of special sessions and from police justices and city recorders' courts, are fragmentary as well as generally inaccurate.

The existing basis for the criminal statistics of New York is too untrustworthy to be continued. The act of 1867 comprises all the authority which the State has provided for this purpose; it also wholly repealed all former laws relating to the official returns of the records of convictions, imprisonments, etc., and left this important piece of law to execute itself. The method of jail registry relapsed into the old form which had been prescribed in the statute of 1847, and which is simply a kind of blotter-memorandum of each person admitted to jail, whether committed or not. The jail records in this State are, therefore, unavailable for any practical uses as criminal statistics or in verifying and completing the elements of individual records of crime. The jail register, under the existing laws, has no official demands made upon it for any record except that of prisoners' board accounts. Thus, from the first to the last of the accounts recorded of proceedings against crime, there is an utter failure to provide for a system of criminal statistics and for a correct and verified record of individual offenders and their crimes.

The uses to which the records and statistics of any department of the government are applied, require that the utmost accuracy and completeness should characterize them separately and collectively, and that the primary records, from whatever source returned, should be faultless and uniform.

The most essential key to the successful returning and perfect preparation of the primary records (transcripts and forms) concerning the crimes and offenses which are brought to conviction in the several counties, seems to be in the prescribing and supplying of the official forms and blank sheets to be employed by the sheriffs and by magistrates, or at least by county clerks, for the returns which are to reach the State office for permanent registry. The statute of 1867 partly concedes this as a duty. (Sections 4 and 9 of the Act of 1867.) All experience in statistical and official returns shows that it is quite important to have a central office, for the State, assume this duty. The most perfect official

returns are based upon schedule forms which are supplied in blank by the central offices.

The faultiness of the primary returns as now sent from special sessions' courts to county clerks, and by sheriffs to the Secretary of State, and in some classes of cases (all special sessions' returns) by the county clerks, can hardly be remedied except by the official *assumption* (by the Secretary of State or a department of statistics) *of the whole service of preparation and supplying of blank forms for the required returns.*

The next point which is prominent in the faultiness and deficiency of the county returns, relates to the failure in correct book-keeping by sheriffs, as respects jail inmates and the convictions in the courts of special sessions. A close inspection of the jail-registers throughout the State in three successive years proved that less than half of the jailers kept correct and reasonably well-posted jail-registers. Even the *mittimus* papers were wanting in numerous jails, and oftener still no jail-register was found. Moreover, the sheriff usually removes his jail-register when his own three years' term of office expires, so that the newly-elected sheriff finds no office-register left by his predecessor. In some instances, the new sheriff finds himself unable to make the official returns for the last two or three months of the previous year, in which his *predecessor omitted to make returns.* This causes certain deficits and errors in the statistical records of crime for the year, and for the county and the State. But the statutes concerning jail-registers have been so far repealed that the sheriffs may now have their own way in making up *jail accounts* and county charges. [The Acts of 1861 and 1866 were repealed in 1867.] In one county a jail-keeper so *kept* and manipulated the jail-register that the supervisors had overpaid the sheriff some \$14,000 for care of prisoners before the fraud was discovered; and, in another county, a sheriff put his hand into the county treasury still deeper than this. In yet another county, the ex-sheriff confessed he had burned books and *mittimus* papers. That the jail-registers are badly kept, and that some amendment of law relating to them is necessary, are obvious facts. The county jail records in the State of Michigan are at present kept upon the best plan in the United States. Yet New York ought to have even a better system than that of Michigan.

The next point noticed in the defects of the records of crime is that of the failure to obtain the full number of returns and the particulars of each convicts' status as an offender, as required from the justices of special sessions. *This defect is a radical one.* It cannot be overcome without the exercise of an imperative authority, emanating directly from the central office of the State, which shall quickly ascertain who is failing to make the returns required by law.

The next point of default in the statistics of crime is in the annual

summaries of convictions in special sessions, as reported by sheriffs for the twenty-four cities, as "police courts of special sessions jurisdiction." The county clerk of New York annually reports correctly the number of special sessions convictions in New York city. In 1876, there were 3,661 convictions in this city's special sessions, out of 5,004 cases arraigned in that court. The county clerk of Kings county, however, is yearly reporting some 15,000 convictions in the special sessions of that county, and the sheriff of Kings county records some 21,000 special sessions convictions in the city courts of Brooklyn alone; and when we compare specifications of the convictions in Kings with those of New York, we find that they are of the identical kinds which our New York city police courts and the strictly special sessions (or joint justices') court together supply: and by this comparison we find that Kings county's 21,000 convictions for the minor crimes and misdemeanors and the 47,881 convictions for the same kind of offenses in New York county, tally with the actual expenses of the two counties in regard to them and to the operations of their respective courts. But we find that the sheriff of New York reports from 25,000 to 28,000 convictions in special sessions, while the records of the police courts show that out of 87,307 persons who were passed through their courts in 1876, not less than 47,881 convictions were found for precisely the same causes as the Kings county sheriff counted in his catalogue of convictions in special sessions. Thus the New York sheriff vies with the Brooklyn sheriff at a great disadvantage so far as the fees for reporting his special sessions' convictions to the Secretary of State are concerned. The significance and value of such incongruous records in an office of the State and for any practical purpose are negative, and perhaps even worse than useless.

We submit the following eight tables obtained from the district police courts' records of the city of New York for 1876. The 47,881 or more which would have been special sessions convictions in Kings and other counties, actually gave only 3,668 as the technically special sessions convictions, though the sheriff has returned to the Secretary of State about 28,000 as convictions of this class, and gives the name of the crime for each case. He certifies, also, in the appropriate columns of his schedule, nearly all of these offenders have enjoyed the benefit of religious education; while the Kings county sheriff reports for the "City of Churches" that most of his convicts had no religious education. It is a fair inference that these and some other columns descriptive of convicts are clerical fictions conveniently written with *ditto* marks.

TABLE showing the total number of persons arraigned in the Police Courts of the city of New York, for the year ending October 31, 1876.

	Males.	Females.	Total.
Number of persons arrested by police.....	61,110	22,962	84,072
Number of persons arrested upon warrant.....	2,679	556	3,235
Total .....	<u>63,789</u>	<u>23,518</u>	<u>87,307</u>

TABLE showing the final disposition made of all persons arraigned in the Police Courts of the city of New York, for the year ending October 31, 1876.

	Males.	Females.	Total.
Number of persons held.....	39,180	17,904	57,084
Number of persons discharged.....	24,587	5,612	30,199
Number of persons whose cases are pending.....	23	2	24
Total .....	<u>63,789</u>	<u>23,518</u>	<u>87,307</u>

TABLE showing the whole number of persons convicted, held for trial and committed to reformatory, charitable and other institutions, in the Police Courts of the city of New York, for the year ending October 31, 1876.

	Males.	Females.	Total.
Number committed in default of bail:			
For trial at General Sessions.....	2,580	317	2,897
For trial at Special Sessions.....	3,489	598	4,087
To keep the peace.....	680	457	1,137
For good behavior.....	2,356	3,366	5,722
For abandonment and bastardy.....	116	..	116
For House of Detention as witnesses.....	216	86	302
Number released upon bail:			
For trial at General Sessions.....	3,868	129	3,997
For trial at Special Sessions.....	1,350	84	1,434
To keep the peace.....	303	46	349
For good behavior.....	401	70	471
In abandonment and bastardy cases.....	40	.....	40
From House of Detention as witnesses.....	45	8	53
Number released upon payment of fine ..	6,407	1,422	7,829
Number committed in default of payment of fine....	13,946	8,946	22,892
Number committed to work-house as idle persons....	628	471	1,099
Number committed to work-house for habitual intoxication.....	21	27	48
Number committed to alms-house as destitute.....	19	17	36
Number committed to reformatory and charitable institutions .....	1,413	1,084	2,447
Number committed to Commissioners of Charities and Corrections:			
As insane.....	418	266	684
As destitute.....	894	558	1,452
As habitual truants.....	25	.....	25



	Males.	Females.	Total.
Number committed to penitentiary.....	7	1	8
To await requisition from governor.....	2	.....	2
Remanded to Sing Sing as escaped convict.....	1	.....	1
Remanded to Commissioners of Charities and Correc- tions as convict .....	.....	1	1
For examination to answer indictment..	4	.....	4
For examination by coroner .....	1	.....	1
Total .....	<u>39,180</u>	<u>17,904</u>	<u>57,084</u>

TABLE showing the whole number of persons committed to reformatory institutions from the Police Courts of the City of New York, for the year ending October 31, 1876.

	Males.	Females.	Totals.
Committed to House of Refuge.....	155	22	177
Committed to Roman Catholic Protectory.....	917	434	1,351
Committed to New York Juvenile Asylum .....	206	63	269
Committed to House of Mercy .....	.....	36	36
Committed to House of Good Shepherd.....	.....	317	317
Committed to Magdalen Asylum.....	.....	64	64
Committed to Commissioners of Charities and Correc- tions* .....	64	15	79
Committed to institutions of mercy .....	45	53	98
Committed to American Female Guardian Society...	3	5	8
Committed to St. Joseph's Home.....	13	18	31
Committed to Commissioners of Emigration .....	1	.....	1
Committed to Hebrew Orphan Asylum .....	6	6	12
Committed to Orphan Asylum.....	1	1	2
Committed to Home of the Friendless .....	1	.....	1
Committed to Children's Aid Society.....	1	.....	1
Total .....	<u>1,413</u>	<u>1,034</u>	<u>2,447</u>

TABLE showing the ages of all persons convicted, held for trial, and committed to reformatory and other institutions, in the Police Courts of the city of New York, during the year ending October 31, 1876.

	Males.	Females.	Totals.
Number under the age of fourteen years.....	2,076	565	2,641
Number between the age of fourteen and twenty ....	5,069	1,525	6,594
Number between the age of twenty and thirty.....	14,280	6,946	21,226
Number between the age of thirty and forty.....	10,396	5,151	15,547
Number over the age of forty years.....	6,545	3,570	10,115
Number whose ages are not given.....	814	147	961
Total .....	<u>39,180</u>	<u>17,904</u>	<u>57,084</u>

\* For Reformatory and Charitable Institutions.

TABLE showing the whole number of cases received in the Court of Special Sessions of the city of New York for trial, and disposition of the same, during the year ending October 31, 1876.

	Males.	Females.	Total.
Number convicted upon trial .....	8,233	435	8,668
Number acquitted upon trial .....	787	159	946
Dismissed on failure of complainants to prosecute ....	679	79	758
Number transferred to General Sessions.....	72	11	83
Number pending .....	105	7	112
Number abandoned on appeal .....	17	.....	17
Number recognizances forfeited.....	11	9	20
Total .....	<u>4,904</u>	<u>700</u>	<u>5,604</u>

TABLE showing the nature of all convictions in the Court of Special Sessions of the city of New York, during the year ending October 31, 1876.

	Males.	Females.	Total.
Number convicted of petit larceny.....	1,887	332	2,219
Number convicted of assault and battery.....	740	65	805
Number convicted of other misdemeanor.....	606	38	644
Total .....	<u>3,233</u>	<u>435</u>	<u>3,668</u>

TABLE showing the nature of the punishment imposed upon all persons convicted in the Court of Special Sessions of New York, during the year ending October 31, 1876.

	Males.	Females.	Total.
Number sent to Penitentiary.....	1,574	295	1,869
Number sent to City Prison.....	623	88	711
Number sent to House of Refuge .....	208	10	218
Number sent to Roman Catholic Protectory.....	20	.....	20
Number sent to Juvenile Asylum.....	1	.....	1
Number sent to Hebrew Benevolent Society .....	1	.....	1
Number fined .....	801	41	842
Number on whom sentence was suspended .....	2	1	3
Number bailed to keep the peace .....	3	.....	3
Total .....	<u>3,233</u>	<u>435</u>	<u>3,668</u>

The actual movements of crime in the State, or in its chief city, are not so recorded as to serve the requirements of public justice, or of social science and economy. The records exhibit the numerical evidence that the criminal courts are crowded with cases for examination and trial. The practical availability of the records of conviction for any accurate study or comparison plainly depends upon the specific description of the crime for which conviction was found. The Courts of Record in different States have quite different limits of jurisdiction in

regard to the classes of offenses that come before them. Professor Francis A. Walker, superintendent of the Ninth National Census, has stated this fact, in one of its practical relations, as follows :

- "It is easy, by a simple arithmetical process, to obtain the *solid amount* of pauperism, but not so of crime. The absence of any effort to reduce to a consistent body the returns on this subject at the last census led to similar misrepresentations of States and sections as have been noticed in the published statistics of pauperism — Pennsylvania, for example, being returned with but 2,930 convictions during the year, while New York, with a population only a little larger and much the same social and industrial condition, was returned with 58,067, or nearly twenty times as many as Pennsylvania. It would not even require the most casual acquaintance with the communities thus characterized, or stigmatized, to establish the certainty that such statements could not be true. Human nature, with its opportunities and its temptations, does not vary to that extent with two degrees of latitude.

\* \* \* \* \*

"Owing to the fact that the constitution of courts of record in the several States varies greatly as to the crimes over which they have jurisdiction, it has been not found practicable to make this table [A] strictly one of convictions for crimes by courts of record. The effort has been, however, to make the returns for each State an equivalent for those of every other." \*

By the courtesy of Hon. John Bigelow, Secretary of State, we are enabled to submit the following abstracts of convictions in courts of record and in courts of special sessions in the State for the year 1876. By these statistics, the fact appears that there was a marked increase of crime against property, and that it was in those cases in which the thefts and burglaries were accompanied by violence. As these offenses were tried in courts of record, the proofs that vagabond tramps have become a dangerous class of persons have been brought to the attention of the courts and juries in every county. The fact is noticeable that the total number of convictions in the special sessions' in the twenty-four cities constituted sixty-two per cent of all the convictions reported in that grade of courts in the State.

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\* *Pauperism and Crime*: Ninth Census of the United States; Population and Social Statistics, pages 546-67.

STATEMENT of the number of convictions for criminal offenses reported to the Secretary of State by the clerks and sheriffs of the several counties of the State, for the year ending October 31, 1876.

Whole number of convictions reported by county clerks in courts of record:

In 1876.....	3,582
In 1875.....	3,423
Increase.....	159

The convictions thus reported were as follows:

Offenses against the person —

In 1876.....	801
In 1875.....	840
Decrease.....	39

Offenses against property, with violence —

In 1876.....	892
In 1875.....	749
Increase.....	143

Offenses against property, without violence —

In 1876.....	1,187
In 1875.....	1,224
Decrease.....	37

Offenses against the currency —

In 1876.....	86
In 1875.....	87
Decrease.....	1

Other offenses —

In 1876.....	616
In 1875.....	523
Increase.....	93

Females convicted in courts of record —

In 1876.....	222
In 1875.....	209
Increase.....	13

Total convictions in courts of record —

Reported by county clerks.....	3,582
Reported by sheriffs.....	3,067
Excess reported by county clerks.....	515

## SPECIAL SESSIONS.

Convictions reported by county clerks—	
In 1876.....	38,413
In 1875.....	34,315
Increase.....	4,098
Females convicted in Special Sessions—	
In 1876.....	7,038
In 1875.....	5,894
Increase....	1,144

## SHERIFFS' REPORTS OF SPECIAL SESSIONS IN CITIES.

Convictions in Special Sessions—	
In 1876.....	62,689
In 1875.....	60,266
Increase.....	2,423

NUMBER of males and females convicted of criminal offenses by Courts of Record in the State of New York, during the year 1876, with the classification of such offenses.

OFFENSES AGAINST THE PERSON.		Males.	Females.
Crimes.			
Abandonment .....			1
Abduction .....	1	.....	
Abortion .....	2	.....	
Affray.....	2	.....	
Assault.....	35		1
Assault and battery .....	293		10
Assault on an officer.....	18	.....	
Assault to commit rape.....	24	.....	
Assault to do bodily harm.....	81		3
Assault to injure.....	10	.....	
Assault to kill.....	30	.....	
Assault to maim .....	3	.....	
Assault to rob.....	3	.....	
Assault with a deadly weapon.....	10	.....	
Attempt to commit larceny from the person.....	9	.....	
Attempt to commit rape .....	2	.....	
Attempt to procure abortion .....	1	.....	
Attempt to use a slung-shot .....	1	.....	
Burglary and attempt to ravish.....	1	.....	
False imprisonment .....	1	.....	
Larceny from the person.....	164		29
Manslaughter .....	19	.....	
Mayhem.....	1	.....	
Murder.....	17		2

Crimes.	Males.	Females.
Rape .....	20	.....
Riot, assault and battery.....	4	.....
Seduction .....	2	.....
Sodomy .....	1	.....
	<u>755</u>	<u>46</u>

OFFENSES AGAINST PROPERTY, WITH VIOLENCE.

Attempt to commit burglary .....	38	.....
Attempt to commit larceny .....	21	1
Attempt to commit robbery.....	9	.....
Burglary .....	639	6
Burglary and larceny.....	112	.....
Burglary and receiving stolen goods .....	2	.....
Felony .....	2	.....
Robbery.....	58	1
Robbery after felony .....	2	.....
Robbery after petit larceny .....	1	.....
	<u>884</u>	<u>8</u>

OFFENSES AGAINST PROPERTY, WITHOUT VIOLENCE.

Arson .....	28	2
Attempt to commit arson .....	2	.....
Embezzlement .....	9	.....
Embezzlement and grand larceny.....	3	.....
False pretenses.....	1	.....
Grand larceny .....	542	81
Grand larceny after petit larceny.....	1	.....
Larceny after felony.....	3	1
Obtaining property by false pretenses.....	67	3
Petit larceny.....	327	39
Petit larceny, second offense .....	19	.....
Receiving stolen goods .....	53	5
Receiving stolen goods and larceny.....	1	.....
	<u>1,056</u>	<u>131</u>

OFFENSES AGAINST THE CURRENCY.

Forgery .....	83	2
Passing forged note .....	1	.....
	<u>84</u>	<u>2</u>

OTHER OFFENSES, NOT INCLUDED IN THE FOREGOING.

Aiding an escape.....	2	.....
Attempt to commit crime against nature.....	1	.....
Bigamy .....	23	1
Breaking jail.....	3	.....
Bribery at election.....	1	.....
Carrying concealed weapons.....	5	.....
Conspiracy .....	3	1

Crimes.	Males.	Females.
Crime against nature.....	2	.....
Criminal contempt.....	1	.....
Cruelty to animals.....	14	.....
Exposure of person.....	8	.....
Gambling.....	14	.....
Having burglar's tools.....	4	.....
Incest.....	3	.....
Keeping disorderly house....	11	10
Keeping gaming-house.....	13	.....
Libel.....	2	.....
Malicious mischief.....	2	.....
Misdemeanor.....	46	3
Obstructing railroad track ....	3	.....
Perjury.....	5	.....
Personating another.....	1	.....
Refusing to assist an officer.....	3	.....
Resisting an officer.....	1	.....
Riot.....	2	.....
Selling liquor without a license.....	4	1
Selling lottery tickets.....	1	.....
Selling obscene prints.....	5	.....
Subornation of perjury.....	1	.....
Usury.....	1	.....
Violation Election Law .....	6	.....
Violation Excise Law .....	384	19
Violation Game Laws.....	3	.....
Violation Hack Law .....	1	.....
Voting illegally.....	2	.....
	<u>581</u>	<u>35</u>

*Recapitulation.*

Offenses against the person .....	755	46
Offenses against property, with violence.....	884	8
Offenses against property, without violence.....	1,056	131
Offenses against the currency.....	84	2
Other offenses not included in the foregoing.....	581	35
	<u>3,360</u>	<u>222</u>

In preceding sections of this annual report, the fact appears that the State prisons had a population of 3,621 convicts on the first day of January last; that the six local penitentiaries had a population of 3,712 at the same date, and admitted 11,251 prisoners during the year 1876, while there were 10,871 discharged from there the same year. The foregoing abstracts, incomplete as they certainly are, show that at least 3,582 persons were convicted in courts of record, and upwards of 101,000 convicted in the courts of special sessions, in the State of New York, during the year 1876. (An unascertained balance between records of sheriffs and county clerks must correct this last total.)

The magnitude of the economic, as well as moral, interests that are involved in this great number of convictions, the vital importance of a thorough knowledge of all classes of the convicts and of their individual history, and the duty of preserving an official record of each of these persons who so annoys and burdens the people, supply all the argument necessary for our plea for a correct and complete system of statistical records of crime. Yet, beyond and above all these reasons, the statesman and the student of the causes and prevention of crime, claim that the thorough and analytical records of the criminal classes are necessary to a comprehension of the causes and correctional treatment of crime. As the late Dr. LIEBER, a master in the philosophy of crime and its judicial treatment, has well stated: "Few more important services could be rendered to the well-being of our people, than the passing of laws which should enjoin the proper authorities, the clerks of courts and the superintendents of the penitentiaries in particular, to keep accurate and complete statistical tables, according to prescribed forms. \* \* \* Statistical accounts, if judiciously used, are the very charts of legislators; legislation without them is, in most cases, groping in the dark. \* \* \* The clerks of courts, the superintendents of the penitentiaries, have but faithfully to fill the blanks of prescribed schedules. \* \* \* The politician, the moralist, the public economist, the criminalist, the divine, the promoter of prison discipline—all who have the welfare of the nation at heart—are equally interested."

Crimes must be regarded as being so important as evidences and specific indications of great evils and wants in the bosom of society itself that a careful registration of the occurrences, and the perpetrators of them, should be made in the interests of mankind regardless of the movements and records of the police and the courts against the offenders. Such a registry of facts concerning crimes and offenders is necessary upon the same grounds as we record the phenomena and results of storms and of diseases. The observations should be made in the interest of property and of life, and as respects the offending classes themselves,—in the interests of morality and reform and the prevention of evil. Says Mr. Frederick Hill, late Inspector of Prisons, England, "In order to render the statistics of crime of real value a registry is wanted of the actual offenses committed, without reference to subsequent detection or conviction." Inspector Hill urged the adoption of the practice of registering the vagrants, as habitual offenders, who wander over England, and this measure has been adopted, with most signally beneficial results, under the Local Government Act of 1874. It should be done in New York. But whatever may be done or be neglected in this matter, the legal definition and thorough registration and police surveillance of habitual criminals, who make depredations a vocation, should be amply provided for



by the laws. Society owes this duty to itself, and, if well performed, such a registration of habitual offenders would tend to restrain no small number of them. Upon this point, and to illustrate the importance of such records we need only quote the first results of the registration which was prescribed under the Prevention of Crime Act, in Great Britain (1871), and the Habitual Criminals Act, which provided that a register shall be kept of all persons convicted of crime in the United Kingdom, "crime" being interpreted, in those laws, as "any felony, and some other offences." The Commissioner of Police of the Metropolitan District reported, in 1874, that "the registration of habitual criminals has been continued as heretofore, but the numbers on the registry have increased so rapidly that there are now 117,568 names on the register, and they increase at the rate of 30,000 per annum." The fact that all this registration falls short of its purposes for identification of individuals in consequence of defects in the method of registry and personal description, may well remind us that any such half-way legislation as leaves the descriptive list of each person quite incomplete, or which, like the New York Habitual Criminals Act (1873), utterly breaks down because it provides no basis and forms for the description or identification of the offender who is brought under arrest. As we have explained this more fully in the section on Habitual Criminals, the following brief account of the practical operations under the new penal laws in Great Britain and Ireland is suggestive of improvements now required in New York.

Sir Walter Crofton, whose name has become synonymous alike with that of humanity and with that of successful correctional discipline, undertook not only the difficult task of reforming criminals, but of so hunting down the crime classes that, as he himself says: "*Crime as a professed vocation* will be far too perilous for general following." The "Habitual Criminals Act" of Great Britain has been made effectually useful just in proportion as the description and registration of the individuals of that class have been accurately made. As a prison reformer, Sir Walter Crofton, acting as chairman of the Board of Directors of Government Prisons in Ireland, prescribed the following form of personal description for each individual who, under arrest, is suspected of being an *habitual* or frequent offender.

*Particulars of former conviction as far as is known or can be ascertained:*

Name .....
County where tried.....
Date of conviction.....
Crime.....
Sentence .....
When discharged from convict prison.....

Prison from which discharged.....  
 Hair .....  
 Eyes .....  
 Eyebrows .....  
 Nose .....  
 Mouth .....  
 Complexion .....  
 Visage .....  
 Make .....  
 Height... Feet... Inches .....  
 Marks on person.....  
 Present age... years.....  
 Trade or calling .....  
 Prison trade .....  
 Born at.....  
 Resided before committal at.....  
 Friends reside at.....  
 Whether identified as having been a convict, and by whom.....

In the State of New York a Department of Public Justice and a Bureau of Statistics pertaining thereto, would at once set in order all necessary methods for recording the movements of crime and offenders. A Department of Public Statistics would not make perfect work, without judicial help and expert supervision in this special branch of statistics. Every consideration of economy and efficiency urges the institution of a State Department of Justice. But years may elapse before the people of this State will institute such a Department, or before there will be a separate Bureau or State Department of Economical and Social Statistics. These very useful branches of public service may be the outcome of well-performed duties; which should now be attended to with scrupulous care by separately responsible officials in existing departments of public service. From the examination which the writer has made for the Prison Association regarding this subject, in relation to the causes and repression of crime in the State, he respectfully submits the following suggestions, in addition to those which are embodied in the concluding pages (33 to 37) of the official report of the Executive Committee in this volume:

That, under existing laws (Chapter 604, Session Laws, 1867, and Revised Statutes, Part IV, Chapter III, Title I, Article first), and with whatever amendments of law and methods may now be practicable, there should be scrupulous completeness in the records of all acts by magistrates and courts, and by the sheriffs, jail-keepers and superintendents of local penitentiaries, concerning every person held in custody, and with full particulars, as the laws require, concerning every person convicted of crime or misdemeanor.

That the faithful performance of these several duties shall be strictly enforced by the Secretary of State and the Attorney-General, and that a method of inspection may be directed by those two Heads of Departments for securing a prompt compliance with all prescribed forms and duty under the law.

That in every local penitentiary, the prisoners who were sentenced for felonious crimes (punishable in State Prison) for the term of one year or more, shall have a special and separate registry of their respective cases kept in the same manner and under the same headings of specifications as the convicts in the State Prisons have.

That under the Habitual Criminals Act the Chief or Superintendent of every city police force,—and in counties in which there is no city, the county sheriff,—should keep a record of Habitual Criminals known to them in the respective counties in which they hold office. Further, that the term “habitual” may be used in such records as signifying such frequency and methods of crime as to indicate design to repeat the same or similar acts.

That the elements of information which are entered upon the transcripts of “courts of record” returns, for transmission to the Secretary of State, shall be as complete and well verified as possible, and that the returns which, under the laws, the Secretary of State requires at the hands of sheriffs, shall also be as complete as possible.

That all returns of records from the Special Sessions and City Police courts should be strictly correct in their details whether complete or not, any doubt of entire correctness being entered in such records.

That the registration and descriptive records of prisoners in the several prisons and penitentiaries and the personal description and the other facts which are registered shall be stated in terms and with carefulness that shall be adapted to promote the purposes of justice, and to secure a correct basis for the identification of each prisoner, and that the Superintendent of prisons should cause to be kept at his office at the Capital of the State, a complete and reasonably abbreviated Transcript Register of all the Felon Prisoners, as reported (quarterly) from each State prison and from each Penitentiary. (Such an official return to the Secretary of State, from any Penitentiary, may be required under Chapter 259, Laws of 1839, and various subsequent Acts, but an amendment will be necessary to provide adequately for the registration here suggested.)

Finally, it may justly be recommended that, in the system of records adopted in each State prison and penitentiary, and in each county prison, and all reformatories in the State, the specifications and purposes mentioned in the 7th Section of Chapter 173 of Session Laws of 1877, relating to individual prisoners may be advantageously carried out.

In submitting these statements, the writer begs to express the hope that whoever undertakes to keep or to use any records of crime will bear in mind the importance of excluding from them all sources of error and indefiniteness, and of keeping each prisoner's record truthful and free from prejudiced statements. Dismal as the study of criminal records is, the duty of guarding each convict's record against misstatement, is plain. So far as transcripts and registers are concerned, it is a public record, and, in the words of Robert Livingston, such a record is a "written memorial made by a public officer authorized by law to perform that function, and intended to serve as evidence of something written, said or done." In the records of crime and of offenders, no error or indefiniteness should be permitted. For this reason the forms must be prescribed and supplied by a central source of responsible authority in the State, and should be vigilantly supervised and inspected under the direction of such authority. With such a provision by the State, the officers who shall become responsible will find a true reward in the fact that they promote private happiness and virtue by aiding to establish the principles of public justice.

## CATALOGUE AND RULES FOR PRISON LIBRARIES.

To aid in the most suitable selection and economical maintenance of Reading  
Matter in the Prisons and Jails.

## PLAN AND PURPOSES OF THIS CATALOGUE FOR PRISON LIBRARIES.

Good books are good friends, and they are very useful friends to persons in adversity as well as to those in prosperity. The following catalogue of books for Prison Libraries contains classified lists of more than a thousand volumes which are well adapted to increase the happiness and welfare of the prisoners and to benefit them in after life when released from confinement. The value and influence of every book in this catalogue have been carefully considered, and the titles have been so arranged and lettered that any prison, large or small, any jail or prisoner may make selections from these classified lists according to estimated excellence or the reader's preference. Thus,

## For a Library of

50 Books, those marked *a*, may be taken as suggesting order of excellence.

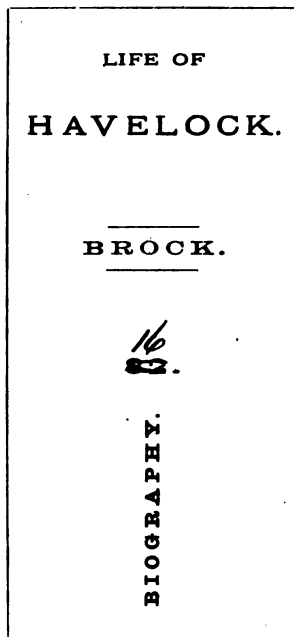
100	"	"	<i>a, b,</i>	"	"	"	"
200	"	"	<i>a, b, c,</i>	"	"	"	"
300	"	"	<i>a, b, c, d,</i>	"	"	"	"
400	"	"	<i>a, b, c, d, e,</i>	"	"	"	"
500	"	"	<i>a, b, c, d, e, f,</i>	"	"	"	"
600	"	"	<i>a, b, c, d, e, f, g,</i>	"	"	"	"
700	"	"	<i>a, b, c, d, e, f, g, h,</i>	"	"	"	"
800	"	"	<i>a, b, c, d, e, f, g, h, i,</i>	"	"	"	"
900	"	"	<i>a, b, c, d, e, f, g, h, i, k,</i>	"	"	"	"
1,000	"	"	<i>a, b, c, d, e, f, g, h, i, k, l,</i>	"	"	"	"

ADDITIONS may be made from time to time to a prison library wherever established, and the newly added volumes should be duly classified and consecutively numbered as though they were originally in the foundation of the catalogue. The letters *a, b, c, d*, etc., may represent the order or degree of relative merits and usefulness; yet this lettering is merely a convenient aid to the persons who select the libraries or read the books.

LIBRARIANS may mark thus            under the title of any volume, in the catalogues, for the easy reference of prisoners, the books which are already contained in their library — thus, Life of Abraham Lincoln.

May label every shelf in the library according to the headings in the catalogue; and may have the books neatly covered, and marked on

the back with Title, Name of Author, Number, and Classification — to correspond with catalogue — thus :



May keep a record of books drawn, and report any missing or seriously injured.

Catalogues should not be left in the *Cells* after the choice of books.

Books marked thus — indicate those which are in the library. [If a library of 150 volumes were so selected as to contain all of the books which, in this catalogue, are lettered *a* and *b*, each title under those letters would have the — under it, and fifty more titles under other letters would also have to be underscored with the —.]

It will be noticed that this catalogue groups all books into the following classes to facilitate the arrangement of the library and for the readers' convenience in selecting :

**Biography.**

**History.**

**Travels, Explorations and Adventures.**

**Science and Natural History.**

**Special Science and Duty.**

**Industries, Inventions and Manufactures.**

**Agriculture, Cattle, etc.**

**Fiction and Works of the Imagination.**

**Poetry.**

**Miscellaneous.**

**Select Religious Reading.** [Donations.—Unclassified.]

The authors' names are arranged alphabetically in each class, and the titles of the books are numbered from 1 upward in each class. Whenever new books are added to the Library, if only a few in number—2 or 3 for each class—they may be numbered continuously, from the last old number onward, in the class to which they belong, without reference to the alphabetical arrangement of authors; and by bracketing such additions and marking the date at which made, the steady growth of the Library will be recorded in its catalogue. But if a large number of books are added at any time, it will be advisable to make a separate classified catalogue of them, after the plan of this catalogue, entitling it "Supplementary," No.....187.... The donations of books by generous persons from their own libraries may most conveniently be registered in the list of "Miscellaneous" or the "Select Religious Reading," according as they belong to one or the other of those groups; and it is desirable that the best of religious books should be entered in this catalogue; a few of these may belong to the lists of "Biography" and of "Special Science and Duty," but they will chiefly fall under the head of "Select Religious Reading." It will be observed that the library-numbering will not be confused by the continual additions made to these last two classes of books.

A great teacher has recently said, "Good books, besides the value of what they contain and impart, have a positive *worth* in their effect on the principles, feelings and character. The imagination forms and controls the conscience so far as it forms and enforces the ideals of what we can and ought to become."

In this catalogue of books, there have been two great objects in view:

*First.* To place within reach of all prisoners the best books for giving useful knowledge of the trades and employments, skill and habits which will help them to earn a livelihood and do well when they are released from prison, as well as to add to their happiness and usefulness while they are detained in prison; for this purpose a very careful selection has been made of the most instructive books relating to each useful branch of industry, inventions, manufactures, agriculture, gardening, science, practical hygiene, and affairs of common life.

*Secondly.* To supply in the volumes of biography, history, travels, explorations, adventure, natural history, poetry, fiction and works of the imagination, special science and duty—such instruction and influences as are most needed by the prisoners, and which experience has shown to be best adapted to fill the mind with noble aspirations, and not only to inspire substantial hopes and good purposes, but to point out the best ways of realizing them.

## C A T A L O G U E.

## BIOGRAPHY.

No.	Title.	Author.
c. 1.	American Pioneers and Patriots .....	Abbott.
b. 2.	Daniel Boone, Life of .....	Abbott.
e. 3.	Empress Josephine, Life of .....	Abbott.
g. 4.	Ferdinand de Soto, Life of .....	Abbott.
d. 5.	Miles Standish, Life of .....	Abbott.
c. 6.	Peter the Great, Life of .....	Abbott.
d. 7.	Peter Stuyvesant, Life of .....	Abbott.
f. 8.	Weaver boy and Missionary (Livingston)....	Adams.
e. 9.	Distinguished Scientific Men .....	Arago.
c. 10.	Toussaint L'Ouverture .....	Beard.
d. 11.	Galileo, Life of .....	Brewster.
g. 12.	Sir Isaac Newton .....	Brewster.
b. 13.	Martyrs of Science .....	Brewster.
d. 14.	Eminent Naturalists .....	Brightwell.
c. 15.	Men of Mark .....	Brightwell.
g. 16.	Havelock, Life of .....	Brock.
c. 17.	Martin Luther .....	Bunsen.
b. 18.	Art of doing our best (Thorough Workers)..	Caldwell.
c. 19.	Lord Brougham, Life of .....	Campbell, Lord.
g. 20.	Daniel De Foe, Life of .....	Chadwick.
c. 21.	Biographies of Good Wives .....	Child, Mrs.
c. 22.	Celebrated Women .....	Child, Mrs.
f. 23.	Isaac T. Hopper, Life of .....	Child, Mrs.
e. 24.	English Divines, notes on .....	Coleridge.
l. 25.	Francis Xavier, St., Life of .....	Coleridge.
f. 26.	Wilberforce and his times .....	Colquhoun.
b. 27.	Elizabeth Fry, Life of .....	Corder.
f. 28.	Melancthon, Life of .....	Coxe.
d. 29.	Pursuit of Knowledge under Difficulties ....	Craik.
d. 30.	Memorable Women .....	Crossland.
c. 31.	Lives of Self-made Men .....	Davenport, R. A.
e. 32.	Oliver Cromwell .....	D'Aubigné.
c. 33.	Inventors and Inventions .....	Dircks.
a. 34.	John Howard, Life of .....	Dixon, W. H.
c. 35.	The World's Explorers .....	Dulcken.



	No.	Title.	Author.
a.	36.	Boyhood of Great Men .....	Edgar.
e.	37.	Sea Kings and Naval Heroes .....	Edgar.
e.	38.	Pioneer Women of the West.....	Ellett.
e.	39.	Seekers after God .....	Farrar.
g.	40.	Charles Dickens, Life of.....	Forster.
d.	41.	Book of Martyrs .....	Fox.
d.	42.	Half-hours with the Early Explorers.....	Frost.
f.	43.	Charlotte Brontë, Life of.....	Gaskell, Mrs.
d.	44.	Whitefield, Life of.....	Gillies.
f.	45.	Hall, Rev. R., Life of .....	Gregory.
i.	46.	Michael Angelo, Life of .....	Grimm.
d.	47.	George Peabody, Life of.....	Hanaford.
h.	48.	Gen. Winfield Scott.....	Headley.
b.	49.	Washington and his Generals.....	Headley.
i.	50.	Contemporary Statesmen (4 vols.).....	Higginson.
g.	51.	Memoirs of American Mechanics .....	Howe, H.
e.	52.	American Merchants.....	Hunt, F.
f.	53.	Columbus, Life of .....	Irving.
i.	54.	Oliver Goldsmith, Life of.....	Irving.
h.	55.	Female Sovereigns.....	Jameson.
i.	56.	Italian Painters, Lives of.....	Jameson.
e.	57.	Boyhood of Great Painters .....	Jervia.
f.	58.	Lives of the Poets .....	Johnson.
g.	59.	Humboldt, A. & W.....	Klincke.
k.	60.	Plutarch's Lives (4 vols.).....	Langhorn.
i.	61.	Wielif .....	Le Bas.
f.	62.	Goethe, Story of his Life .....	Lewes.
g.	63.	Sir Walter Scott, Life of .....	Lockhart.
d.	64.	Eminent Americans.....	Lossing, J. B.
g.	65.	John Knox .....	McCrie.
f.	66.	Lives of Irishmens' Sons.....	McGee.
h.	67.	Richard Cobden.....	McGilchrist.
f.	68.	Wm. Pitt.....	Macaulay.
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No.	Title.	Author.
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No.	Title.	Author.
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g. 18.	Frank before Vicksburgh.....	Castlemon, H.

No.	Title.	Author.
c. 19.	Go ahead.....	Castlemon, H.
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i. 19.	How Plants Grow .....	Gray.
h. 20.	Chapters on Animals .....	Hamerton.
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l. 44.	Mental Science .....	Upham.
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l. 71.	Workshop Appliances .....	Shelley.

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l. 73.	Principles and Practice of Leveling.....	Simms.
l. 74.	Principles and Practice of Architecture .....	Sloan.
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l. 79.	Cabinet Maker's Sketch Book.....	Thomson.
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## FICTION AND WORKS OF THE IMAGINATION.

e. 1.	Days of Bruce.....	Aguilar, Grace.
c. 2.	Home Influence .....	Aguilar, Grace.
f. 3.	Home Scenes .....	Aguilar, Grace.
a. 4.	Mother's Recompense.....	Aguilar, Grace.
g. 5.	Vale of Cedars.....	Aguilar, Grace.
b. 6.	Woman's Friendship.....	Aguilar, Grace.
f. 7.	Hospital Sketches .....	Alcott, Louisa M.
a. 8.	Little Women .....	Alcott, Louisa M.
d. 9.	Old-fashioned Girl.....	Alcott, Louisa M.
f. 10.	Work .....	Alcott, Louisa M.
b. 11.	Danish Fairy Tales and Legends .....	Anderson, H. C.
f. 12.	Story of My Life.....	Anderson, H. C.
d. 13.	Stories and Tales for the Household.....	Anderson, H. C.
a. 14.	Wonder Stories .....	Anderson, H. C.
f. 15.	Angel and the Demon.....	Arthur, T. S.
a. 16.	Making Haste to be Rich.....	Arthur, T. S.
c. 17.	Pitcher of Cool Water.....	Arthur, T. S.
b. 18.	Rising in the World.....	Arthur, T. S.
a. 19.	Six Nights with the Washingtonians.....	Arthur, T. S.
d. 20.	Son of my Friend.....	Arthur, T. S.
a. 21.	Sparing to Spend.....	Arthur, T. S.
c. 22.	Ten Nights in a Bar Room.....	Arthur, T. S.
f. 23.	Black Forest Stories .....	Auerbach.
b. 24.	On the Heights.....	Auerbach.
c. 25.	Mansfield Park.....	Austen, J. G.
g. 26.	Emma .....	Austen, J. G.
d. 27.	Pride and Prejudice .....	Austen, J. G.
b. 28.	Sense and Sensibility .....	Austen, J. G.
g. 29.	Norwood .....	Beecher.
f. 30.	Arne.....	Bjornsen.

No.	Title.	Author.	
c. 31.	Princess of Thule.....	Black.	
g. 32.	Lorna Doone.....	Blackmore.	
e. 33.	Home.....	Bremer.	
g. 34.	The Neighbors.....	Bremer.	
a. 35.	Professor.....	Bronté.	
d. 36.	Shirley.....	Bronté.	
g. 37.	Villette.....	Bronté.	
e. 38.	Marjorie Fleming.....	Brown, Dr. J.	
a. 39.	Rab and his Friends.....	Brown, Dr. J.	
c. 40.	Caxtons.....	Bulwer.	
d. 41.	Harold.....	Bulwer.	
e. 42.	Kenelm Chillingley.....	Bulwer.	
b. 43.	My Novel.....	Bulwer.	
f. 44.	Rienzi.....	Bulwer.	
h. 45.	Specimens of German Romance.....	Carlyle.	
e. 46.	Don Quixote.....	Cervantes.	
g. 47.	The Two Vocations.....	Charles, Mrs.	
h. 48.	Cripple of Antioch.....	Charles, Mrs.	
d. 49.	Girlhood of Shakespeare's Heroines.....	Clarke, Mary C.	
k. 50.	The Iron Cousin.....	Clarke, Mary C.	
f. 51.	Marquis and Merchant.....	Collins.	
k. 52.	The Ivory Gate.....	Collins.	
d. 53.	After Dark.....	Collins, Wilkie.	
g. 54.	The Moonstone.....	Collins, Wilkie.	
k. 55.	Poor Miss Finch.....	Collins, Wilkie.	
c. 56.	Deerslayer.....	Leather- Stocking Series. {	Cooper.
c. 57.	Pathfinder.....		Cooper.
c. 58.	Last of the Mohicans..		Cooper.
c. 59.	Prairie.....		Cooper.
c. 60.	Pioneers.....		Cooper.
d. 61.	Homeward Bound.....	Cooper.	
h. 62.	Home as Found.....	Cooper.	
g. 63.	Pilot.....	Cooper.	
e. 64.	Red Rover.....	Cooper.	
b. 65.	Waterwitch.....	Cooper.	
k. 66.	The Two Admirals.....	Cooper.	
i. 67.	Oak Openings.....	Cooper.	
d. 68.	The Spy.....	Cooper.	
g. 69.	The Wept of Wish-ton-Wish.....	Cooper.	
k. 70.	Wing and Wing.....	Cooper.	
b. 71.	Elizabeth, or the Exiles of Siberia.....	Cottin.	
d. 72.	A Brave Lady.....	Craik, Mrs.	

No.	Title.	Author.
g. 73.	A Hero.....	Craik, Mrs.
b. 74.	John Halifax, Gentleman.....	Craik, Mrs.
e. 75.	Life for a Life.....	Craik, Mrs.
a. 76.	Mistress and Maid.....	Craik, Mrs.
f. 77.	A Noble Life.....	Craik, Mrs.
c. 78.	The Ogilvies.....	Craik, Mrs.
h. 79.	Woman's Kingdom.....	Craik, Mrs.
b. 80.	Prue and I.....	Curtis, G. W.
d. 81.	Trumps.....	Curtis, G. W.
f. 82.	The Lamplighter.....	Cummings, Miss.
a. 83.	Sandford and Merton.....	Day.
a. 84.	Robinson Crusoe.....	De.Foe.
e. 85.	Christmas Stories.....	Dickens, Chas.
f. 86.	Barnaby Rudge.....	Dickens, Chas.
c. 87.	Bleak House.....	Dickens, Chas.
d. 88.	Cricket on the Hearth.....	Dickens, Chas.
a. 89.	David Copperfield.....	Dickens, Chas.
k. 90.	Dombey and Son.....	Dickens, Chas.
g. 91.	Hard Times.....	Dickens, Chas.
a. 92.	Little Dorritt.....	Dickens, Chas.
i. 93.	Martin Chuzzlewit.....	Dickens, Chas.
k. 94.	Nicholas Nickleby.....	Dickens, Chas.
i. 95.	Our Mutual Friend.....	Dickens, Chas.
e. 96.	Pickwick Papers.....	Dickens, Chas.
h. 97.	Tale of Two Cities.....	Dickens, Chas.
l. 98.	Uncommercial Traveller.....	Dickens, Chas.
d. 99.	Coningsby.....	D'Israeli.
k. 100.	Vivian Grey.....	D'Israeli.
f. 101.	Hans Brinker's Skates.....	Dodge, M. E.
l. 102.	Irvington Stories.....	Dodge, M. E.
i. 103.	The Absentee.....	Edgeworth, M.
b. 104.	Belinda.....	Edgeworth, M.
c. 105.	Castle Rack Rent.....	Edgeworth, M.
h. 106.	Parent's Assistant.....	Edgeworth, M.
l. 107.	Patronage.....	Edgeworth, M.
f. 108.	Moral Tales.....	Edgeworth, M.
c. 109.	Circuit Rider.....	Eggleston.
g. 110.	The Hoosier Schoolmaster.....	Eggleston.
d. 111.	Episodes in an Obscure Life.....	Ellis, Mrs.
d. 112.	The Conscript.....	{ Erckmann-Chat- rian.
i. 113.	A Miller's Story of the War.....	

No.	Title.	Author.
f. 114.	Waterloo .....	} Erckmann-Chat- rian.
b. 115.	Romance of a Poor Young Man .....	
e. 116.	Debit and Credit .....	Feuillet, Octave.
i. 117.	Provost .....	Freytag.
g. 118.	Occupations of a Retired Life .....	Galt.
e. 119.	The Crust and Cake .....	Garrett, Ed.
c. 120.	Quiet Miss Godolphin .....	Garrett, Ed.
i. 121.	White as Snow .....	Garrett, E. and R.
e. 122.	Cranford .....	Garrett, E. and R.
c. 123.	Mary Barton .....	Gaskell, Mrs.
h. 124.	North and South .....	Gaskell, Mrs.
i. 125.	Ruth .....	Gaskell, Mrs.
f. 126.	Wives and Daughters .....	Gaskell, Mrs.
b. 127.	Vicar of Wakefield .....	Gaskell, Mrs.
b. 128.	"Sam Slick," the Clockmaker .....	Goldsmith.
a. 129.	From the Oak to the Olive .....	Haliburton.
d. 130.	Ingham Papers .....	Howe, Mrs. J. W.
g. 131.	In His Name .....	Hale, Rev. E. E.
c. 132.	Man Without a Country .....	Hale, Rev. E. E.
h. 133.	Sybaris .....	Hale, Rev. E. E.
i. 134.	Ten Times One .....	Hale, Rev. E. E.
e. 135.	Sketches of Irish Character .....	Hale, Rev. E. E.
g. 136.	Tales of Woman's Trials .....	Hall, Mrs. S. C.
d. 137.	Mosses from an Old Manse .....	Hall, Mrs. S. C.
g. 138.	Twice Told Tales .....	Hawthorne.
b. 139.	House of the Seven Gables .....	Hawthorne.
d. 140.	Arthur Bonnicastle .....	Hawthorne.
h. 141.	Timothy Titcomb's Letters .....	Holland, J. G.
i. 142.	John Bentley's Mistake .....	Holland, J. G.
d. 143.	John Bentley's Mistake .....	Holt, Mrs.
d. 143.	Work and Reward .....	Holt, Mrs.
c. 144.	Foregone Conclusions .....	Holt, Mrs.
g. 145.	The Author's Daughter .....	Howells, W. D.
d. 146.	Heir of West Wayland .....	Howitt, Mary.
c. 147.	Peasant and Landlord .....	Howitt, Mary.
e. 148.	Jack of the Mill .....	Howitt, Mary.
h. 149.	Tallangetta .....	Howitt, Wm.
e. 150.	Toilers of the Sea .....	Howitt, Wm.
a. 151.	Tom Brown at Rugby .....	Hugo, Victor.
a. 152.	Tom Brown at Oxford .....	Hughes, Thos.
g. 153.	Mopsa the Fairy .....	Hughes, Thos.
c. 154.	Off the Skelligs .....	Ingelow, Jean.
		Ingelow, Jean.

No.	Title.	Author.
b. 155.	Pillar of Fire.....	Ingraham, J. H.
e. 156.	Prince of the House of David .....	Ingraham, J. H.
f. 157.	Throne of David.....	Ingraham, J. H.
b. 158.	The Alhambra .....	Irving.
e. 159.	Bracebridge Hall .....	Irving.
h. 160.	Knickerbocker .....	Irving.
d. 161.	Sketch Book.....	Irving.
f. 162.	Tales of a Traveler.....	Irving.
g. 163.	Wolfert's Roost.....	Irving.
c. 164.	Live it down.....	Jeafferson, J. C.
i. 165.	Olive Blake's Good Work.....	Jeafferson, J. C.
h. 166.	Rasselas.....	Johnson, Dr.
e. 167.	Daisy Burns.....	Kavanagh, Julia.
i. 168.	Dora.....	Kavanagh, Julia.
c. 169.	Nathalie.....	Kavanagh, Julia.
f. 170.	Horseshoe Robinson.....	Kennedy.
h. 171.	Amyas Leigh.....	Kingsley, Chas.
b. 172.	Alton Locke.....	Kingsley, Chas.
i. 173.	Two Years Ago.....	Kingsley, Chas.
c. 174.	Westward, Ho .....	Kingsley, Chas.
g. 175.	Yeast .....	Kingsley, Chas.
e. 176.	Hilyars and Burtons .....	Kingsley, Henry.
c. 177.	Western Clearings .....	Kirkland, Mrs.
c. 178.	Barrington .....	Lever.
h. 179.	The Daltons.....	Lever.
e. 180.	Hyperion.....	Longfellow.
h. 181.	Kavanagh.....	Longfellow.
c. 182.	Rory O'Moore .....	Lover.
c. 183.	Alec Forbes .....	Mac Donald, Geo.
h. 184.	Annals of a Quiet Neighborhood .....	Mac Donald, Geo.
e. 185.	David Elginbrod.....	Mac Donald, Geo.
i. 186.	Ranald Bannerman's Boyhood.....	Mac Donald, Geo.
g. 187.	Robert Falconer.....	Mac Donald, Geo.
h. 188.	Children of the New Forest.....	Marryat, Capt.
b. 189.	Jacob Faithful.....	Marryat, Capt.
c. 190.	Japhet in Search of a Father.....	Marryat, Capt.
i. 191.	The Little Savage.....	Marryat, Capt.
g. 192.	Masterman Ready .....	Marryat, Capt.
e. 193.	Midshipman Easy .....	Marryat, Capt.
i. 194.	Kaloolah .....	Mayo, W. S.
i. 195.	Deerbrook.....	Martineau.
c. 196.	The Hour and the Man .....	Martineau.



No.	Title.	Author.
d. 197.	Seven Stories in Basement and Attic . . . . .	Mitchell.
i. 198.	The Amber Witch . . . . .	Mitchell.
d. 199.	Dr. Johns . . . . .	Mitford, Miss.
h. 200.	Our Village . . . . .	Mitford, Miss.
k. 201.	Chronicles of Carlingford . . . . .	Oliphant, Mrs.
d. 202.	Margaret Maitland . . . . .	Oliphant, Mrs.
c. 203.	Dorothy Fox . . . . .	Parr, Louisa.
i. 204.	Hero Carthew . . . . .	Parr, Louisa.
k. 205.	Our Village . . . . .	Phelps.
h. 206.	The Gates Ajar . . . . .	Phelps.
c. 207.	Tales . . . . .	Poe, Edgar A.
e. 208.	Scottish Chiefs . . . . .	Porter, Jane.
c. 209.	Thaddeus of Warsaw . . . . .	Porter, Jane.
g. 210.	Aunt Jane's Hero . . . . .	Prentiss, Mrs. E.
d. 211.	Flower of the Family . . . . .	Prentiss, Mrs. E.
k. 212.	Fred, Maria and Me . . . . .	Prentiss, Mrs. E.
h. 213.	Stepping Heavenward . . . . .	Prentiss, Mrs. E.
c. 214.	Christie Johnston . . . . .	Reade, Charles.
f. 215.	The Cloister and the Hearth . . . . .	Reade, Charles.
d. 216.	Hard Cash . . . . .	Reade, Charles.
e. 217.	Love me Little, Love me Long . . . . .	Reade, Charles.
a. 218.	Never too late to Mend . . . . .	Reade, Charles.
c. 219.	Peg Woffington . . . . .	Reade, Charles.
a. 220.	Put yourself in his Place . . . . .	Reade, Charles.
g. 221.	White Lies . . . . .	Reade, Charles.
e. 222.	Seed Time and Harvest . . . . .	Reuter.
h. 223.	The McAllisters . . . . .	Richmond, Mrs.
d. 224.	Hesperus . . . . .	Richter, Jean P.
f. 225.	Janet's Love and Service . . . . .	Robertson.
c. 226.	A Long Look Ahead . . . . .	Roe, A. S.
e. 227.	I've been thinking . . . . .	Roe, A. S.
k. 228.	Picciola . . . . .	Saintine.
e. 229.	Cruise of the Midge . . . . .	Scott, Michael.
h. 230.	Tom Cringle's Log . . . . .	Scott, Michael.
k. 231.	Anne of Geierstein . . . . .	Scott, Sir Walter.
e. 232.	Antiquary . . . . .	Scott, Sir Walter.
a. 233.	Bride of Lammermoor . . . . .	Scott, Sir Walter.
e. 234.	Heart of Mid Lothian . . . . .	Scott, Sir Walter.
c. 235.	Guy Mannering . . . . .	Scott, Sir Walter.
c. 236.	Ivanhoe . . . . .	Scott, Sir Walter.
h. 237.	Kenilworth . . . . .	Scott, Sir Walter.
d. 238.	Old Mortality . . . . .	Scott, Sir Walter.

No.	Title.	Author.
f. 239.	Rob Roy .....	Scott, Sir Walter.
i. 240.	Talisman .....	Scott, Sir Walter.
a. 241.	Waverley .....	Scott, Sir Walter.
g. 242.	Tales of a Grandfather .....	Scott, Sir Walter.
e. 243.	Hope Leslie .....	Sedgwick.
e. 244.	Minister's Wooing .....	Stowe, Mrs.
g. 245.	My Wife and I .....	Stowe, Mrs.
g. 246.	Old Town Folks .....	Stowe, Mrs.
d. 247.	Uncle Tom's Cabin .....	Stowe, Mrs.
f. 248.	Adventures of Philip .....	Thackeray.
h. 249.	Esmond .....	Thackeray.
i. 250.	Lovell the Widower .....	Thackeray.
g. 251.	The Newcomes .....	Thackeray.
a. 252.	The Virginians .....	Thackeray.
e. 253.	Elizabeth .....	Thackeray, Miss.
i. 254.	Village on the Cliff .....	Thackeray, Miss.
d. 255.	The Good Girl and True Woman .....	Thayer.
d. 256.	Poor Boy and Merchant Prince .....	Thayer.
g. 257.	Barchester Towers .....	Trollope, A.
a. 258.	Doctor Thorne .....	Trollope, A.
f. 259.	Orley Farm .....	Trollope, A.
e. 260.	The Three Clerks .....	Trollope, A.
i. 261.	Coupon Bonds .....	Trowbridge, J. T.
i. 262.	Hopedale Tavern .....	Van Namee.
c. 263.	Round the World in Eighty Days .....	Verne, Jules.
g. 264.	Voyage to the Moon .....	Verne, Jules.
d. 265.	Back Log Studies .....	Warner, Chas. D.
h. 266.	The Flag of Truce .....	Warner, Miss.
i. 267.	The Little Camp on Eagle Hill .....	Warner, Miss.
k. 268.	Old Helmet .....	Warner, Miss.
d. 269.	Opportunities .....	Warner, Miss.
l. 270.	Queechy .....	Warner, Miss.
l. 271.	Sceptres and Crowns .....	Warner, Miss.
k. 272.	Wych Hazel .....	Warner, Miss.
f. 273.	Wide, Wide World .....	Warner, Miss.
h. 274.	Willow Brook .....	Warner, Miss.
d. 275.	Diary of a Physician .....	Warren.
f. 276.	Drops of Water .....	Wheeler, Ella.
h. 277.	Faith Gartney's Girlhood .....	Whitney, Mrs.
d. 278.	Notice to Quit .....	Wills, N. G.
k. 279.	The Broken Pitcher .....	Wise.
f. 280.	Working and Winning .....	Wise.

No.	Title.	Author.
f. 281.	A more Excellent Way.....	Winslow, Miss.
l. 282.	Barford Mills.....	Winslow, Miss.
f. 283.	Edwin Brothertoft.....	Winthrop, Maj.
h. 284.	John Brent.....	Winthrop, Maj.
k. 285.	Life in the Open Air.....	Winthrop, Maj.
i. 286.	Golden Apples.....	Woods, Rev. E.
h. 287.	The Channings.....	Wood, Mrs. H.
f. 288.	Verner's Pride.....	Wood, Mrs. H.
i. 289.	Mrs. Haliburton's Troubles.....	Wood, Mrs. H.
k. 290.	Roland Yorke.....	Wood, Mrs. H.
f. 291.	Best Fellow in the World.....	Wright, Mrs.
h. 292.	How could he Escape.....	Wright, Mrs.
i. 293.	John and the Demijohn.....	Wright, Mrs.
k. 294.	Jug or not.....	Wright, Mrs.
f. 295.	A Strange Sea Story.....	Wright, Mrs.
i. 296.	The Gladiators.....	Whyte, Melville.
l. 297.	Chaplet of Pearls.....	Yonge, Miss.
h. 298.	Heir of Redcliffe.....	Yonge, Miss.
i. 299.	Kenneth.....	Yonge, Miss.
f. 300.	The Arabian Nights.....	

## POETRY AND THE DRAMA.

l.	1.	Yesterday, To-day, and Forever.....	Bickersteth.
d.	2.	Burns' Poems. (Expurgated Ed.).....	Burns.
c.	3.	Bryant's Poetical Works.....	Bryant.
l.	4.	Pleasures of Hope, and other Poems.....	Campbell.
b.	5.	Poems of Faith, Hope, and Love.....	Carey, Phœbe.
k.	6.	Coleridge's Poetical Works.....	Coleridge.
a.	7.	Cook's Poetical Works.....	Cook, Eliza.
g.	8.	Cowper's Poetical Works. (Dick's Ed.)...	Cowper.
c.	9.	Household Book of Poetry.....	Dana.
e.	10.	Gæthe's Poetical Works. (Bohn Series)...	Gæthe.
c.	11.	Goldsmith's Poetical Works.....	Goldsmith.
g.	12.	Gray's Elegy and Odes.....	Gray.
a.	13.	Mrs. Heman's Poetical Works. (Dick's Ed.)	Hemans, Mrs.
f.	14.	Bitter Sweet.....	Holland, J. G.
l.	15.	Poetical Works.....	Holmes, Dr. O. W.
d.	16.	Jean Ingelow's Poems.....	Ingelow, Jean.
c.	17.	Tales from Shakespeare.....	Lamb.
c.	18.	Longfellow's Poetical Works.....	Longfellow.
l.	19.	Vision of Sir Launfal.....	Lowell.
d.	20.	Lays of Ancient Rome.....	Macaulay.

No.	Title.	Author.
g. 21.	Milton's Poetical Works .....	Milton, John.
c. 22.	Golden Treasury of Songs and Ballads.....	Palgrave.
e. 23.	Pope's Poetical Works .....	Pope.
b. 24.	Scott's Poetical Works. (Globe Edition.)...	Scott, Sir Walter.
k. 25.	Faerie Queen .....	Spenser.
e. 26.	Tennyson's Poetical Works.....	Tennyson.
h. 27.	Thomson's Poetical Works.....	Thomson.
k. 28.	The Vagabonds and other Poems .....	Trowbridge.
f. 29.	Whittier's Poems. (Household Ed.) .....	Whittier.
b. 30.	Selections from British Poets.....	Woodworth.
h. 31.	Wordsworth's Poetical Works.....	Wordsworth.
h. 32.	Night Thoughts .....	Young.
l. 33.	Mother's Last Words.	
l. 34.	Our Father's Care.	
f. 35.	Lyra Germanica.	
a. 36.	Shakespeare. (Chambers' Household Edition, in parts.)	
l. 37.	Songs of My Life.	

## MISCELLANEOUS.

l. 1.	Cherry Stones.....		Adams.
l. 2.	First of June.....		Adams.
e. 3.	Hope and Have .....	Woodville Series.	.... Adams.
f. 4.	Haste and Waste.....		.... Adams.
h. 5.	In School and Out.....		.... Adams.
h. 6.	Rich and Humble .....		.... Adams.
k. 7.	The Boy makes the Man		.... Adams.
k. 8.	Watch and Wait.....		.... Adams.
l. 9.	Work and Win .....		.... Adams.
l. 10.	The Spectator .....		Addison.
e. 11.	Luck and Pluck.....		Alger, H., Jr.
f. 12.	Sink or Swim.....		Alger, H., Jr.
g. 13.	Strive and Succeed .....		Alger, H., Jr.
h. 14.	Strong and Steady.....		Alger, H., Jr.
h. 15.	Ben the Luggage Boy ..	Ragged Dick Series.	.... Alger, H., Jr.
k. 16.	Fame and Fortune.....		.... Alger, H., Jr.
k. 17.	Mark the Match Boy ...		.... Alger, H., Jr.
l. 18.	Ragged Dick .. .....		.... Alger, H., Jr.
l. 19.	Rough and Ready.....		.... Alger, H., Jr.
l. 20.	Paul the Peddler.....	Tattered Tom Series.	.... Alger, H., Jr.
l. 21.	Phil the Fiddler.....		.... Alger, H., Jr.
l. 22.	Slow and Sure.....		.... Alger, H., Jr.
l. 23.	Tattered Tom.....		.... Alger, H., Jr.

No.	Title.	Author.
l. 24.	Temperance Tales .....	Arthur.
l. 25.	Walks, Talks and Travels .....	Atkinson.
l. 26.	Essays .....	Bacon.
d. 27.	Evenings at Home .....	Barbault.
l. 28.	The Seymours .....	Bates, Miss L.
f. 29.	Footsteps of our Lord .....	Bartlett.
e. 30.	Saints' Rest .....	Baxter.
h. 31.	Lectures on Intemperance .....	Beecher.
f. 32.	Mutineers of the Bounty .....	Belcher, Lady.
e. 33.	How not to be Sick .....	Bellows.
e. 34.	Key to the Knowledge and Use of the Bible..	Blunt.
e. 35.	Bible in Spain .....	Borrow.
h. 36.	Home Life in Germany .....	Brace.
g. 37.	Short Sermons for Newsboys .....	Brace.
k. 38.	Birds of a Feather .....	Bradley, Mrs.
g. 39.	Handsome is that Handsome does .....	Bradley, Mrs.
l. 40.	A Wrong Confessed. ....	Bradley, Mrs.
l. 41.	Spare Hours .....	Brown, J., Dr.
f. 42.	Pilgrim's Progress .....	Bunyan, John.
l. 43.	Holy War .....	Bunyan, John.
h. 44.	Analogy of Religion .....	Butler.
k. 45.	Essays .....	Chambers.
k. 46.	Ministering Children .....	Charlesworth.
l. 47.	Ministering Children, Sequel to .....	Charlesworth.
f. 48.	Noble Deeds of American Women .....	Clement.
l. 49.	Virgil. (Translation) .....	Collins, Rev. W.
k. 50.	Lacon, or Many Things in Few Words .....	Colton.
h. 51.	Table Talk .....	Cowper.
k. 52.	The Crusades .....	Cox.
l. 53.	The Cup of Death .....	Crafts, Rev. W. F.
l. 54.	A Woman's Thoughts about Women .....	Craik, Mrs.
l. 55.	Thought Hives .....	Cuyler.
e. 56.	History of the Plague in London .....	De Foe.
h. 57.	Curiosities of Literature .....	D'Israeli, I.
k. 58.	Free Russia .....	Dixon, W. H.
l. 59.	Life of John Howard .....	Dixon, W. H.
d. 60.	Wit and Wisdom of Sidney Smith .....	Duychinck.
g. 61.	Petroleum; History of the Oil Region .....	Eaton.
f. 62.	Representative Men .....	Emerson.
l. 63.	Adventures of Telemachus .....	Fenelon.
f. 64.	Fern Leaves .....	Fern, Fanny.

No.	Title.	Author.
k. 65.	Pioneers of the Christian Faith.....	Forbes.
l. 66.	Decision of Character. (Essays.) .....	Foster.
f. 67.	Essays and Letters.....	Franklin, B.
g. 68.	Good Thoughts in Bad Times.....	Fuller.
d. 69.	A Good Old Age.....	Gannett.
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JUVENILE DELINQUENTS AND CHILD-CRIMINALS.

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The inquiry which has for some time past been pursued in regard to the social and personal history of habitual criminals, who are found among the State prisoners, has necessarily brought into view the fact that certain depraving conditions of home-life and parental heritage were the birth-right of these criminals. As already mentioned, in the Executive Committee's report, the voluntary institutions of educational and charitable care for the children of misfortune in the chief cities, and especially in the city of New York, have greatly reduced the total stock of juvenile offenders as arraigned before the courts; yet, at the same time, the juvenile reformatories and houses of refuge are overfilled. The social and domestic, the moral and physical sources of juvenile delinquents and young criminals continue to be perilously numerous and prolific.

By the successful beneficence of voluntary efforts and educational means thousands of unfortunate children are rescued, year by year, from the depraving conditions of which crime is the inevitable outcome; but there is left for special care and correctional training in the reformatories and refuges, a class of delinquents and child-criminals in whom the more intensified proclivities to habitual vices and offenses have to be treated. Being fully aware of these circumstances, as well as already familiar with the sanitary, social and moral wants of the classes in our cities and neglected neighborhoods out of which crime and pauperism spring as natural products, the fact that great numbers of the convicts found in the State prisons were once inmates of reformatory refuges for juvenile offenders, has seemed to the writer to be natural rather than surprising. But when the records of several hundred State prisoners came to be carefully analyzed, and the import of so many "refuge boys" among habitual criminals was set forth in their personal history, the evidence of unsuccessfully treated causes of their criminality and of considerable insufficiency in the methods and resources of some of the reformatory institutions themselves, is too obvious to be longer doubted. Indeed, the personal records of these unreformed delinquents, who are found to have grown up into the ranks of habitual criminals, abundantly testify the fact, that the inherent causes of their criminality lie deeper than in those boys who are readily saved in the congregate industrial schools. The morbid and depraved characteristics which have prevented reformatory results in their lives required such treatment

as the congregate and unclassified reformatories never can give; so unless the physical and moral conditions under which such unusual and deeply-seated proclivities to vice and crime are recognized, and the adequate corrective measures applied, these wrecks of men will not cease to testify that the disorder and depravity of their lives required correctional treatment which our elaborately organized congregate refuges for juvenile delinquents do not provide. Certainly it is not strange that these results are witnessed, after the voluntary methods of aid, instruction and migration for the children of misfortune, have left a *residuum* of more depraved and disordered children, whose positive tendencies to evil call for curative treatment at any cost. In this view of the facts, the State will need to require that its correctional schools for the child-criminals who are reinforcing the ranks of habitual offenders and the dangerous classes, shall recognize the necessity of special measures and some degree of separate reformatory treatment for such young offenders as are not saved by the methods hitherto provided.

Mr. DUGDALE's patient inquiries in the prisons and jails, as reported in the last two years previous to the present, unexpectedly to him, as the writer knows, revealed the fact that graduates of certain juvenile reformatories are largely represented in the habitual criminals in the prisons, but that in most of the individuals of this class of convicts, the causes of their criminal acts are far different from those which are evinced in the casual and truly repentant young offenders who fall only once, or but very seldom, into crime.

In applying the statistical method in his investigation of criminality, Mr. DUGDALE prudently determined that the prisoners called before him should come in wholly without selection, in order that they should fairly represent the average of the prison population;\* and further, that in every case the individual history should be investigated and *verified* as completely as possible. Thus the 233 verified individual histories have been made available for the practical, though only tentative inductions here given by the investigator. Though it were desirable that any final generalizations should be based upon thousands instead of hundreds of individual histories, no such great increase in the numerical cases could outweigh the value of entire accuracy and comparability in records of the few hundreds on which these studies have been commenced.

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\* The convicts whom Mr. DUGDALE entered upon his list and investigated at the Sing Sing prison, were taken alphabetically, and limited to those who had been admitted within six months. In the list investigated at the Auburn prison, no prisoner who had been transferred from Sing Sing to Auburn was entered on the list. Thus any liability to excess of convicts from New York city was avoided.

The whole truth — all the facts and evidence that can be obtained — must be fearlessly sought for and studied concerning the offending classes, and especially in regard to the habitual criminals, before the most available methods of reformatory treatment and preventive measures will be established. The evidence which is arrayed in the succeeding pages follows legitimately upon the records which Mr. DUGDALE presented in the last years' reports. His records have the merit of scrupulous truthfulness and correctness. Personal knowledge of many of his typical individual cases, as well as constant familiarity with his progress in the inquiries, enable the undersigned to state that the elements of all these records are remarkably trustworthy. The possibility of devising methods by which many and even the greater part of the children who now grow up to be habitual criminals shall be saved from such a destiny, must not be construed as a censure upon the congregate refuges which certainly cannot yield this desired result. The Agricultural Colony at Mettray, in France, the Farm School at Lancaster, Ohio, the Registered Industrial and Correctional Schools of England, and the Rauhe Haus in Germany, certainly offer sufficient proof that more and more may be rescued from the ranks of juvenile crime. Urging as we do that the best practicable methods shall be adopted for saving children, we cannot overlook the more essential duty of penetrating the causes of the moral and physical deterioration of these generations of offending fellow-beings, and in the very parentage, the home-life, the education and the training wherein the fatal errors and wrongs begin, bring the light of physiological and moral truths and the forces of correct habits and of sound bodily and mental health to remove and prevent the causes of crime which are now sending forth uninterrupted lines of recruits to reinforce the ranks of crime and vice. From this standpoint we would view the record here given by Mr. DUGDALE, looking to the sources of evils which must be neutralized and overcome within the bosom of society, while the difficulties in the problem of reformatory cure, like the experience and lessons in medical practice, teach how necessary it is that all disorders should be skillfully treated in their early stages of development, and that "an ounce of prevention is worth a pound of cure."

E. H.,  
*Corresponding Secretary.*



## REFUGE BOYS AND REFORMATORIES.

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BY R. L. DUGDALE,  
Member of the Executive Committee.

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In the examination of State prison convicts, ordered by resolution of the Association in 1875, certain facts were discovered concerning refuge boys which were not elaborated in the report made to the executive committee. In the present report, these facts are related. The total number of prisoners examined in that inquest, whose schedules were verified, was 233, and of this number fifty-three, or 22.74 per cent of the total were "refuge boys," most of them being city lads. All boys who have been sent to an industrial school, reformatory, school-ship or house of refuge are included in this number. There was some surprise felt that so large a per centage came through this particular channel, and yet there is reason to believe it is even higher, for there are eleven schedules which are marked as "probably refuge boys," but which have not been counted as such, because it was not *known* that they were of that class. In the Twelfth Annual Report of the State Board of Charities of Massachusetts, for 1875, the per centage of refuge boys for 1873 was found to be 21.84. How identical these ratios. A less per centage was reported in 1874 and 1875, but whether the reduction in the latter years is owing to a literal construction of what constitutes a "refuge boy," or what other reason there may be for this decrease in the experience of Massachusetts, is not stated.

In Table I, is given a summary of the results of the inquiry for the 233 cases examined by the writer, in the Auburn and Sing Sing prisons, designed to cover a definite number of points.

This table, and the remarks concerning it, refer simply to the 233 convicts of all classes who were consecutively examined without regard to age.

TABLE I.  
CRIMES COMPARED BY PER CENTAGES.

	Total number of con- victs.	Neurotic heritage.	Orphans.	Neglected childhood.	Habitual criminals.	Refuge boys.	Criminal family.	Pauper stock.	Intemperate family.	Habitual drunkards.	Without trade.
For all crimes .....	233	23.08	40.77	46.78	75.63	23.74	17.16	22.31	42.49	39.05	79.40
Crimes against the person .....	42	40.47	30.95	30.95	59.52	11.90	19.04	16.66	38.08	40.47	85.71
Crimes against property .....	191	16.75	42.93	50.26	79.05	25.13	16.75	23.50	43.45	38.74	78.01
Burglary .....	48	18.75	39.58	58.33	83.33	31.24	20.83	33.33	33.33	33.33	81.25
Larceny, grand and petit .....	84	15.47	42.85	47.61	80.95	16.56	13.09	22.63	41.66	39.28	72.62
Larceny from person .....	20	20.00	40.00	80.00	85.00	65.00	25.00	20.00	65.00	55.00	65.00
Robbery .....	19	0.00	63.16	47.36	89.52	26.37	21.05	21.05	52.73	47.36	89.52
House of Refuge boys .....	52	15.09	45.28	88.67	98.15	.....	24.52	24.52	50.96	50.97	60.38
Habitual criminals .....	176	14.20	42.61	53.41	.....	29.41	18.75	22.72	45.45	42.61	79.52

Dividing the total number of criminals into two categories — those who are not refuge boys and those who are — we find that 68.88 per cent of the former are habitual criminals, while the latter show 98.15 per cent. It therefore appears that, while refuge boys constitute a little less than one-fourth of the prison population for all crimes, they furnish 29.41 per cent of the habitual criminals, or nearly one-third. Comparing crimes against property to the total number of crimes of refuge boys and those not refuge boys, we find that 79.45 per cent of the latter class of prisoners, and that 90.56 per cent of the refuge boys in prison are under sentence for crimes against property. The figures in a like comparison for crimes against the person are 20.55 per cent of the latter to 9.44 per cent of the refuge boys, or less than one-half.

Dismissing this division, we find that the refuge boys committed 25.13 per cent of the total crimes against property, or over one-fourth, but only 11.90 per cent of the total crimes against the person, or about one-ninth. This shows how much these boys lean towards crimes against property, for although they constitute less than one-fourth of the prison population, they perpetrate more than one-fourth of the crimes against property.

Confining the examination to special crimes against property, we find that they commit 26.37 per cent of the robbery, 31.24 per cent of the burglary and 65 per cent of the pocket-picking, but not one case of forgery or false pretenses. Is there any significance in these figures? Why do these boys commit crimes against property — and, of these, burglary and picking pockets, by preference? Primarily, it is owing

to the nature of the stock from which they spring, which overbears their fate like a *Nemesis*; secondly, because the provisions made for their reformation are entirely at variance with rational modes of training children who have such varied disabilities to overcome.

To get a proper appreciation of the stock from which house of refuge boys spring, Table I has been compiled to give the per centages of these. There are 45.28 per cent of their number who became orphans before their fifteenth year, and under cover of orphanage is often concealed their illegitimacy; 88.67 per cent are neglected children, many of them abandoned; 24.52 per cent are of criminal families; 24.52 per cent of pauper stock; 50.96 per cent of intemperate family, and the same per centage are themselves habitual drunkards. As respects the proportion who belong of nervously disordered stock, which in the table is 15.09 per cent, it must be borne in mind that so many of these boys know nothing of their families, and can give no information on that point, that it explains why only 8 out of 53 cases were fully ascertained as to the ancestral characteristic respecting this feature.

Turning from the review of the aggregate numbers to that of particulars, we find the career and ancestral characteristics of these 53 boys, recorded in Table II. The average at which their childhood was neglected is  $8\frac{1}{2}$  years, they began crime at 9 years and 8 months, two of them at 5 years, 4 at 7, and 5 at 8; they went to the refuge at 12 years and 9 months, while their present average age is only 23, the average age of the 233 persons examined being 27. Sexual prostitution in them began at the average age of 14 years and 9 months (one at 6 and one at 10), being one year and six months earlier than the average of other criminals; this in the face of the fact that many of them were serving terms in the reformatory during the time of average age here stated. They had contracted venereal disease at 19 years and 6 months (four at 16 years and under), being nearly two years younger than the average of other convicts. The case of the lad who began prostitution at six years is one of the most lamentable. It will be found on line seven. We find him a neglected child at 5 years, the victim of the licentiousness of a woman at six, in the house of Refuge at nine, in the poor-house at ten with his mother and sisters and beginning the career of a drunkard at the same age, his parents being both habitual drunkards as well as himself. Both his parents are habitual criminals, his father having served two terms in State prison and two in the penitentiary. With such a record it is not wonderful that he is an habitual criminal and demented.

On turning to the facts concerning inebriety we find 26 are habitual drunkards, two of them before their ninth year, and of these twenty-six we know that fourteen had parents who were habitual drunkards, five of these fourteen are of pauper stock, six are of criminal family, and

three either insane or of a nervously disordered stock. This statement does not exhaust the history of the heredity of these twenty-six habituals. Four had fathers occasional drunkards, while this habit in the ancestors of six others is unknown; but it is to be remarked that not one is recorded as having temperate parents. Of the nineteen who are occasional drunkards only two have parents ascertained to be habituals, eight occasionals, while two have parents who are temperate, leaving seven unknown. Besides this, it will be found that, of sixteen criminals addicted to intemperance in any degree, who descend from habitual drunkards, seven, or nearly half, belong to criminal families, while the thirty-seven other refuge boys show only six who are of criminal stock, or only one-sixth of their number.

Of the eight who are of nervously disordered stock (*neurotic* heritage) three are themselves deranged, two being insane; five are habitual drunkards, one at 8, one at 9, and one at 18, being below the average at which that habit becomes fixed among the State prison convicts examined; while three are known to be the children of habitual drunkards, the ancestral habit of the other two being unknown, one of them, however, having a mother who died of paralysis. Three of these five habitual drunkards are of pauper stock, while two of them had prostitute mothers, and two others are of criminal stock, the parentage of the others being unknown. It thus appears that the *neurotic* house of refuge stock shows a cumulation of misfortune both as to heredity and environment, which seems to account to the fullest for their being incurable criminals.

This, then, constitutes the average nature and quality of the stock with which the reformatory has to deal. Part of it suffers from disabilities which are congenital, a larger part from disadvantages which are educational, and a still larger part in which both are combined. In view of these facts it would seem that some unusual methods would have been devised for the training of such youth, and indeed some such have been organized. Leaving out of the question the arrest, trial and commitment of boys sent to the houses of refuge, the first thing noticeable is the fact that these boys are treated, in most respects, in a manner which seems to have been suggested by our system of adult imprisonment. It consists of cell life, "team work" under contracts, and an administration of discipline under the "congregate system."

We have seen above that 88.67 per cent of refuge boys are neglected children; this means that the sentiment of domesticity is wanting in their education. It would seem that any rational person who set himself to the task of reforming these "arabs," would aim at stimulating this sentiment by all the means that could be devised to that end. What is the actual case, as regards our reformatories? The combined wisdom

TABLE II.  
REFUGEE BOYS.\*

Schedule number.	OFFENSE.	Ages.				IMPRISONMENT.			CRIMINAL TYPE.		LICENTIOUSNESS.		
		Neglected childhood.	First offense.	House of Refuge.	Present.	Time served in refuge.	No. imprisonments.	Age, year of sentence.	Habitual or first offender.	Whether of criminal stock.	In the stock.	When prostitution began.	Age when venereal disease first appeared.
1	Burglary and larceny.....	9	9	9	27	Y. M.	3?	Y. M.	H. S.	Br. in H. R.†	.....	Yes	.....
2	Burglary.....	7	9	10	22	2	1	8?	H.	.....	.....	No?	.....
3	Larceny.....	...	9	18	20½	3	3	8	H.	.....	.....	Yes	.....
4	Petit larceny.....	...	9	14	60	5	0	19	H.	.....	.....	Yes	.....
5	Larceny.....	5	5	13	21	1	2	8+	H.	.....	M. Prost.	Yes	.....
6	Larceny from person.....	12	12	No?	27	No?	1?	4	H.	Br. and F. hab.	.....	Yes	.....
7	Burglary.....	11	11	9	30	3	M*	11	H.	F. and M. hab.	.....	Yes	.....
8	Larceny from person.....	11	11	17	21	6	4	5	H.	Bro. hab.	M. Prost.	16	S. 20½
9	Attempt to kill.....	14	14	18	22	1	0	3	H.	.....	.....	16	S. 14
10	Burglary.....	14	14	14	17½	9	9	7	H.	.....	.....	13	S. 16
11	Robbery.....	9	10	11	25	1	8	10	H.	.....	.....	16	S. 16
12	Larceny.....	9	16	9	23½	1	0	3	H.	.....	.....	16	G. 21
13	Larceny from person.....	Yes	No?	No?	25	2	0	2	F. O. S.	Two br. h.; 1 br. h. r.	.....	No?	No
14	Petit larceny.....	5	8	12	18	2	0	4	H.	.....	.....	14	No
15	Larceny from person.....	12	12	16	25	1	2	4	H.	.....	.....	No?	No
16	Burglary.....	5	5	14	19½	1	6	4	H.	.....	.....	.....	.....
17	Robbery and burglary.....	10	10	12	27	11	3?	6	H.	.....	.....	.....	.....
18	Petit larceny.....	10	10	12	18	2	0	3?	H.	F. h. br. H. R.	.....	.....	.....
19	Arson.....	Yes	17?	No?	17	.....	.....	1?	H.	F. and m. 2 b. h. r.	.....	.....	.....
20	Larceny from person.....	9	9	11½	26½	2	2	4?	H.	.....	.....	.....	.....
21	Burglary.....	7	9	13	20½	.....	D+	3?	H.	.....	.....	.....	S. 25
22	Murder, first degree.....	6	8	10	20½	1	6	3	H.	.....	.....	13	G. 15½
23	Robbery.....	6	7	8	28	8	M	17	H.	.....	.....	Yes	.....
24	Attempt at grand larceny.....	5	7	9	41	3	5	19	H.	.....	.....	.....	S. 31?
25	Larceny from person.....	5	9	9	30	1	1	6	H.	M. Prost.	.....	16	.....
26	Robbery.....	13	.....	14	21½	1	10	3	H.	M. Prost.	.....	17½	No
27	Larceny from person.....	10	.....	14	20	1	1	4	H.	.....	.....	.....	.....
28	Attempt to kill.....	11	.....	11	19	1	0	3	H.	.....	.....	Yes	.....
29	Larceny.....	8	9	11	19	4	0	7	H.	.....	.....	.....	S. 16
30	Larceny.....	10	10	15	19	1	8	5	H.	.....	.....	14	.....

31	54	Robbery.....	6	7	10	21½	6	0	5	13	6	H.	Bro. H. R.	M. Prost.	18	G. 18
32	56	Larceny from person.....	15	15½	17	21	9	9	3	3	9	H.	Bro.	2	14	G. 21
33	41	Larceny from person.....	12	9	14	25	9	4	4	4	9	H.	Bro.	2	14	S. 18
34	91	Burglary.....	10	9	12	24	1	0	3	4	11	0	H.	2	14	S. 18
35	127	Receiver of stolen goods.....	12	12	13	23	3	7	3	4	6	F.O.*	Bro. H. R.	M. Prost.	No?	No
36	131	Burglary.....	12	12	13	23	3	7	3	4	6	F.O.*	Bro. H. R.	M. Prost.	No?	No
37	119	Burglary.....	12	12	13	23	3	7	3	4	6	F.O.*	Bro. H. R.	M. Prost.	15	15
38	145	Grand larceny.....	12	12	13	24	3	7	3	3	8	0	H.	M. Prost.	13	13
39	93	Burglary.....	10	10	13	23	3	7	3	3	8	0	H.	M. Prost.	15	15
40	43	Burglary.....	7	7	14	22	3	7	3	3	8	0	H.	M. Prost.	13	13
41	47	Burglary.....	10	10	13	18½	2	9	5	11	3	0	H.	M. Prost.	15	15
42	93	Petit larceny from person.....	5	8	8	19	1	7	2	6	4	4	H.	One Bro. hab.	Yes	Yes
43	31	Burglary.....	17	17	Yes	31	1	7	3	3	2	2	H.	M. Prost.	16	16
44	190	Burglary from person.....	7	9	9	19	1	7	3	3	2	2	H.	M. Prost.	16	16
45	76	Larceny from person.....	7	9	9	23	1	6	5	5	10	0	H.	Bro. hab.	S. 20	S. 20
46	51	Larceny.....	6	8	18	23	1	6	5	5	10	0	H.	Bro. hab.	S. 20	S. 20
47	78	Petit larceny.....	4	9	15	20	1	0	3	4	3	0	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.
48	56	Attempt at rape.....	9	8	10	19	3	0	3	4	3	0	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.
49	48	Burglary.....	6	8	13	18	3	4	3	5	9	F.O.*	Bro. H. R.	M. & s. pro.	M. & s. pro.	M. & s. pro.
50	139	Larceny.....	10	13	15	26	9	9	3	3	3	0	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.
51	121	Burglary.....	10	13	15	18½	9	9	4	3	3	0	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.
52	91	Burglary.....	11	11	14	21	8	0	2	7	11	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.	M. & s. pro.
53	130	Larceny.....	11	11	14	21	8	0	2	7	11	H.	Bro. H. R.	M. & s. pro.	M. & s. pro.	M. & s. pro.
Average age.....			8.27	9.61	12.21	23.02	1	6	1	6	1	6	1	6	14.77	19.57

EXPLANATIONS.—† Declines to answer. ‡ Five days. § Doubtful. H. R. House of Refuge. S. Syphilis. G. Gonorrhoea. §§ P. H. Poor House. § H. Habitual. F. O. First Offender. †† Vag. Vagrant. ‡‡ O. R. Out Door Relief. ¶¶ Learned in Prison or Refuge.

\* For other half of table see page 162.

TABLE II — (Continued).

OFFENSE.		INHERENT.			NERVOUS DISEASES.		ORPHANSAGE.		PAUPERISM.		Trade or occupation.
		Individual.		Family.	In the individual.	In the stock.	Father dead.	Mother dead.	Individual, what form.	In the stock.	
		Age begun.	Habitual drunkard.								
1	88	Burglary and larceny.....	No	.....	No.	Bro. epileptic.	No	10	No	M. and s. O. R.	Plumber.
2	142	Burglary.....	Yes	.....	No.	F. epileptic.	No	16	No	.....	Shoes, ¶¶
3	38	Larceny.....	Yes	.....	No.	Bro. epileptic.	No	No	No	.....	Teamster.
4	4	Pettit larceny.....	6	9	Insane 21.	.....	No	No	Vag. ¶¶	.....	Tailor 23, ¶¶
5	25	Larceny.....	7	8	No.	M. paralysis	No	No	.....	.....	None.
6	111	Larceny from person.....	12	Yes	No.	1 b. in. 1 b. ep.	No	No	.....	.....	Machinist.
7	.....	Burglary.....	10	Yes	Insane	Aunt insane..	No	No	P. h. 10.	M. and s. p. h. ¶¶	Laborer.
8	3	Larceny from person.....	16	18	Epileptic.	.....	No	No	.....	M. O. R.	None.
9	14	Attempt to kill.....	9	18	No.	No.	No	No	No	Mother	Barrender.
10	4	Burglary.....	16	Yes	No.	No.	No	No	No	.....	Shoe, ¶¶
11	138	Robbery.....	13	23	No.	No.	No	No	No	.....	Sailor.
12	86	Larceny.....	9	18	No.	No.	No	No	No	.....	Bricklayer, ?
13	40	Larceny from person.....	20	-23	No.	No.	No	No	No	.....	Brushmaking, ¶¶
14	129	Pettit larceny.....	14	No?	No.	No.	No	No	No	.....	None.
15	26	Larceny from person.....	No?	No?	No.	No.	No	No	No	B. and s. o. say	Gasfitter.
16	61	Burglary.....	12	17	No.	No.	No	No	No	F. vag.	Engineer.
17	136	Robbery and burglary.....	16	Yes	No.	No.	No	11	Vag.	.....	Brushmaking, ¶¶
18	80	Pettit larceny.....	17	No?	No.	No.	No	No	No	Parents O. R.	Laborer.
19	148	Arson.....	No?	No?	No.	No.	No	No	No	.....	.....
20	7	Larceny from person.....	20	24	No.	No.	No	No	No	.....	Longshoreman.
21	143	Burglary.....	13	Yes	No.	No.	No	No	No	.....	Shoes, ¶¶
22	74	Murder, first degree.....	13	Yes	No.	No.	No	No	No	.....	Teamster.
23	6	Robbery.....	16	Yes	No.	No.	No	No	No	.....	Tailor, ¶¶
24	33	Attempt at grand larceny.....	14	Yes	No.	No.	No	No	No	M. O. R.	Brass moulder.
25	153	Larceny from person.....	29	Yes	No.	No.	No	No	No	.....	Carpenter.
26	141	Robbery.....	17	Yes	No.	No.	No	No	No	.....	Carling chairs, ¶¶
27	89	Larceny from person.....	18	Yes	No.	No.	No	1	No	.....	Actor.
28	128	Attempt to kill.....	19	Yes	No.	No.	No	No	No	.....	Shoes, ¶¶
29	4	Larceny.....	19	Yes	No.	No.	No	No	Vag.	.....	Plumbing.
30	42	Robbery.....	Yes	No	No.	No.	No	No	No	.....	Composer.
31	54	Robbery.....	Yes	No	No.	No.	No	No	No	.....	.....
32	58	Larceny from person.....	Yes	No	No.	No.	No	No	No	.....	.....
33	41	Larceny from person.....	Yes	No	No.	No.	No	5	No	.....	.....

[illegible]

EXPLANATIONS. — † Declines to answer. ‡ Five days. ¶ Doubtful. †† H. R. House of Refuge. \*\* S. Syphilia. G. Gonorrhea. §§ P. H. Poor House. § H. Habitual. F. O. First Offender. †† Vag. Vagrant. ‡‡ O. R. Ont Door Relief. ¶¶ Learned in Prison or Refuge.



and philanthropy of their managers have, so far, found no better model for the dormitory of children, some of them seven years of age, than that furnished by Sing Sing prison, which is itself a very bad model. We actually incorporate, in the training of those youth who are judged the most prone to fall, a steady, long continued and ineradicable *habit* of cell life which literally destroys the wholesome dread of prison which the reputable youth universally entertain. Is it wonderful that the chrysalis which is hatched from such a honeycomb should turn out to be a social pest?

But we are told that this congregate system of housing *is cheap*.

But the reformatory teaches boys to work. In a certain way, yes — by the “team system,” under contractors. Now the best testimony before several commissions here and abroad on the effect of the contract system in prison labor is, that it demoralizes the convict, because it breaks down not only formal discipline, but more especially that which goes towards making men more moral. The unanimous testimony of physicians and experts before State commissions is, that factory work for children is destructive to health. The testimony of educators and those who have made a special study of the functions of the brain is, that any occupation or action involving perpetual repetition, at last becomes so familiar to the muscles which perform it that the work is done automatically, without requiring any more mental attention than does walking, thus leaving the mind entirely free for other employment. If that employment is mischievous, then the refuge “industrial training” has failed.

But we are told this method of work *is cheap*; in justice to those who maintain it, they should be correctly quoted: “It is more profitable to the State.”

We have spoken of the way the boys sleep and the way they work. Now, how do they play? In a congregate play-ground; and the almost unanimous testimony of house of refuge boys is, that they have learned how to pick pockets and locks during this time. The fact is they are not taught to read and write sufficiently well for the purposes of forgery; they are not trained to the good manners and social bearing which will make them successful in false pretenses; they are precluded from learning other arts of dishonesty by the very vigilance of the officers whose conscientious supervision operates as a mode of selection of the crime they are to practice on their liberation, and they are so needy they must, perforce, steal for their stomachs; hence they commit, by preference, those crimes which their physical necessities incite, and which educational opportunities, as well as disabilities, combine to make most habitual.

After centuries of trial, after every device of punishment, from death and torture to reprimand, had been tried under every form of penal, cor-

rectional and administrative ingenuity, the thought came that our methods should be reversed. Instead of coercing the hardened criminal into a respect for the law, we should prevent the formation of criminal habits in the young; if we only trained the children of the perverse, we would frustrate the possibility of the adult criminal. Thus the Reformatory was instituted, in its intention, its aims and its promise, unquestionably the most rational, the most humane and the most full of cheer. But behold this last flower of human experience in the treatment of the unbalanced has, in the name of cheapness, been allowed to grow into a noisome trefoil, the leaves of which are cell life, team work and congregate contamination, until, in the presence of a State prison population which consists of house of refuge boys to one-fourth of its numbers, and overcrowds our prisons with one-third of its habitual criminals, we ask the question, thinking it has pertinence: "Do we owe to this perversion of good intentions, this army of moral *troglydites*, who silently eat away the social texture and brave all efforts at extirpation?"

It is claimed that 75 per cent of refuge boys are reformed. If this is true, another question may perhaps be pertinent, "Are they reformed because, or in spite of our Juvenile Reformatories?"

We must cease to seek for an administration which is *cheap* and inaugurate one which will turn out men and women who will add to the power and strength of our nation, instead of preying upon its substance. What are the main features of such a reform? Do they not include three main features?

I. A reform in the law relating to Reformatories.

II. A change in their government.

III. A radical alteration in the practical details as to the order and kind of instruction given.

I. As to the reform in the law, it is suggested that there should be a State Inspector of Juvenile Reformatories, Industrial Schools and Orphan Asylums which receive delinquent children. The duties of such Inspector should be to examine into the sanitary and architectural appointments of the buildings and grounds used for such purposes, to examine into the modes and efficiency of the government and discipline, the kind, character and status of the inmates, with a view to help classification by transfers from one institution to another, the kind, degree and results of the moral, intellectual and industrial training of the children, to ascertain what is the per centage of children reformed and properly provided for, and to issue a certificate to the institution thus examined, if it comes up to a standard of efficiency established by the Inspector, or by the law. No youth to be sent by the magistrate to any reformatory or industrial school which does not possess such certificate.

Besides this, the law should be amended so as to permit and regulate the incorporation of Reformatories, Industrial Schools, and schools and asylums for delinquent and vagrant children under voluntary association, to be maintained partly by the State, partly by voluntary contributions, and partly by assessments and contributions from parents and guardians.

That such incorporated institutions should receive juvenile delinquents, vagrants and neglected children of the class which its charter of incorporation allowed, but no institution should be permitted to gather indiscriminately within its walls the unfortunate and the criminal youth, nor the two sexes. That the magistrates might commit children, coming within the jurisdiction of the courts, to such institutions as received the certificate of the Inspector of Reformatories, but such commitment not to prevent the inspector from transferring any child from one institution to another if the standard of the institution to which the child is committed should fall below the standard established by law, or if the child prove to belong to a different class from that for which the institution was incorporated. That the State pay a pro rata sum for each child so committed to an incorporated reformatory, &c. That such institution shall demand and collect from parents and guardians a portion of the expense of the child's maintenance, and have legal power so to collect.

II. The change in the government of reformatories should, in its main outline, consist of the abolition of the congregate system, of cell life — except, perhaps, as a mode of punishment, — and of team industry. The maximum number in any institution under one superintendent should be four hundred. The establishment of *agricultural colonies* under the *family system* for our State institutions, and the nearest approximation to this form of administration in incorporated institutions under boards of managers. With such changes we should get rid of the odious features of State prison life in our reformatories, make it possible to get efficient management by the restriction of numbers, and enable the establishment of families of boys under proper tutors, so as to secure some of the advantages of domesticity, — the foundation stone of all good citizenship.

III. The State prisons of our State have, from the time of their establishment, been administered with the primary object of repaying the State for the cost of administration. This seems to have largely pervaded the management of our reformatories. The result has been that while the avowed object has been the reform of the boys, the actual working has been the replenishment of the treasury. We must change the order of importance in the training of our Arabs, and no rule is perhaps more safe as a guide in educational matters than to provide that kind of instruction for the child which he will most need in life. With

the delinquent it will be found that this order requires that moral training shall take precedence, followed by true industrial training and school instruction last. In some grades of industrial schools, industrial training might, perhaps, come first in order because its children are morally more sound than the delinquent class. But we must rid ourselves of two dominant errors in respect to education; that reading and writing are, in themselves, moral agents, they are only instruments which may or may not be used for good purposes; and that the memorizing of texts of scripture, the perfunctory repetition of prayers and the concerted chanting of hymns teaches neither morality or religion. They only teach words which the ear recollects and the voice reproduces, but not necessarily ideas or conceptions of right and wrong. Morality consists in acts performed which are a benefit to our fellow-creatures and to ourselves, or the abstaining from acts which are harmful to either or to both. Religion consists in believing in a Superior Being and in acting according to what we believe to be His law. These two important parts of human life can only be learned by acting them out, and we must insist on a mode of carrying out this purpose which shall most effectually insure this end. It is for this reason that the "Kindergarten" Education is urged as the best possible model. It enables the teacher to train the hands of the child to a variety of labors, to think, to combine, and at last to produce articles of use and beauty. Here we get industrial training of the best kind. At the same time the moral training can be prosecuted. The things a boy has made he may be trained to give away, which is the opposite of stealing the things of other people. Each boy may thus become the owner of various property *by labor or by exchange*. This is the basis of all commercial morality, and commercial morality is that kind which refuge boys most need. Instead of the play-ground being the theater of a mingled struggle of brutality and a school of contamination, a proper supervision could convert it into a school of manners free from servility, because the manners would be gracious *acts* performed towards play-fellows, or rude acts abstained from because unjust or improper, instead of being a perfunctory and enforced obeisance to officials. The ultimate test of morality is, how will it make a human being behave towards his peer in social position or his inferior in strength. If he is just and considerate towards them, he has reached the point of being a good citizen, and at this point the State ceases to have any right of interference with his liberty, and he is entitled to be liberated from prison or reformatory,—they having accomplished all they were designed for.

## MEMORIAL SKETCH OF HON. JOHN W. EDMONDS.

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[A brief account of the State prisons of New York, as he found them thirty-three years ago, and the improvements he endeavored to effect in them by the aid of the Prison Association.]

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By CEPHAS BRAINERD,  
Recording Secretary of the Prison Association.

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This sketch is not intended to call attention to the late Judge Edmonds save as he was interested in the work of Prison Reform. His long and interesting public career is left to other pens, or more likely to that fleeting tradition which preserves but for a lifetime an uncertain memorial of the career of most great lawyers. As a wise and earnest reformer in all branches of the great science which claims the services of the members and friends of the Prison Association of New York, his life and work are entitled to far more extended treatment than is here allowed for them.

John W. Edmonds was born at Hudson, New York, December, 1799. He graduated at Union College, studied law, and began practice in the city of New York. He shortly removed to Hudson, where he gradually attained prominence as a lawyer, and soon became widely known as a public-spirited citizen and an active politician. In April, 1843, he was appointed one of the inspectors of the Sing Sing State prison, and held that office until February, 1845, when he was appointed circuit judge. Ceasing to hold the office of judge of the Supreme Court, he resumed the practice of law in New York, where he died 5th April, 1874. The condition in which he found the prison is best described in a letter addressed by Judge Edmonds to Governor Bouck, in June, 1843.

“ \* \* \* Free admittance was granted to all who would pay a small fee; frequent and almost unrestrained intercourse with their friends was allowed to the convicts. They conversed with their keepers, with the contractors and with each other. Knots of them would assemble in the yard and other places in unrestricted conversation with each other. They had newspapers among them, knew what was going on without the prison, would inquire the result of the elections and have been known to amuse themselves by going through the manual exercise with hoop poles. In the Sunday-schools convicts were allowed to be teachers. Three hundred or four hundred convicts would assemble in the chapel, be divided into classes of eight and ten each, and with only two or three keepers in the room it was impossible to prevent free intercourse between them. Frequent instances were discovered, and the offending convicts dismissed

the school. And there is no doubt that a recent attempt at an escape was devised between the teacher and one of his class in the school. These things did not comport with just notions of a penitentiary, and whether they were a necessary part or consequence of the change in the discipline or not, they demanded immediate reform.

“The prison is regarded by the Inspectors as a place of punishment and reform, and not one of relaxation, and so far as the convicts are to be taught from books, they ought to learn only such things as would teach them the nature of the crimes they had committed, and their duty to the society whose laws they had violated. But the Inspectors found in the prison, belonging to it, and purchased at an expense of \$650 to the State, quite a miscellaneous library, in which books of fiction and sectarian essays had common entrance; and they found, in the possession of convicts, newspapers, songs, story books, obscene pictures and novels, among which were *Handy Andy*, *Barnaby Rudge*, *The Burglar's Companion*, *History of Buccaneers*, *Comic Almanacs*, *'The Murderer,'* *Convict's Journal*, *Chronological Dictionary*, *Lady of Refinement*, and *Lives of Females*. The Inspectors also regarded it as the duty of the officers of the prison to deal with entire impartiality towards all the convicts and make no discrimination between them other than that necessary one between those who behaved ill or well or that between the hale and the sick. Yet it was discovered that the relatives and friends of convicts who had means or who resided in the vicinity of the prison, by the freedom of this intercourse, were enabled to afford them many luxuries and comforts which were denied to poorer and more friendless prisoners. Hence in some of the cells were found such articles as writing materials, novels, tobacco, snuff, pipes, matches, flints and steels, ardent spirits, ornaments, penknives, pocket-books, canes, gloves, and looking-glasses. In some were eight or nine blankets, in others surplus shirts, coats, and other articles of clothing; and in some, book-cases, bureaux, stone-hammers, chalk, drill-hammers, leather shoe-knives, onions, sewing implements, brad awls, scissors, silk, nails, spikes, skeins of yarn, files, gouges, chisels, kits of tools and shoe nails, constituting a miscellaneous collection of articles, in no respect necessary to the comfort of the prisoners or to the enforcement of due punishment upon them. In respect to cleanliness, so essential to health, the change in the discipline displayed its effects. In some of the cells dirt and filth and decaying provisions were found, while others were infested with lice and bed-bugs.” In the language of the keeper, who, under the directions of the Inspectors, examined the cells, he found in them “a good many unnecessary articles, such as alcohol, tobacco, boxes with secret drawers, matches, books of a nature not calculated for convicts, newspapers, clothing, provisions, decaying or spoiled. In some of the cells the air was intoler-

able; I vomited several times in the operation. Most of the ventilators were stopped up by stuff and rubbish. I found obscene pictures and letters of the same kind, novels, plays, stories and obscene paintings on their walls and in their books."

The picture of the prison as it then was, is completed by an extract from the report of Mrs. Farnham, the new matron of the Female Prison, made to the Inspectors shortly after, in 1844:

"It is known to you, gentlemen, that at the time I assumed the duties of matron, the prison was in a deplorable condition. Scenes of violence between the convicts or attempts on their part against their officers, seem to have been of frequent occurrence. Misrule and disorder were the prevailing characteristics of the institution. Your last report set forth a painful and forbidding state of affairs, which was amply confirmed by the statements of the officers then in charge. The duties to which I was appointed were undertaken with the hope and intention of reforming the condition of things and reducing the convicts to a sound state of discipline, obviously the first necessity in all institutions of the kind. I believed not only that this could be done, but that it could be effected by means which had not hitherto been tried, viz., by substituting kindness for force, and other restraints, imposed through the mental constitutions of the prisoners, for those founded in fear of suffering, or growing out of physical inability to be disobedient and refractory. It is painful to observe that almost every facility requisite for carrying out such views was wanting in the commencement of the effort. The construction of the prison and buildings attached thereto permitted but little attention to the laws of life, or the many conditions which are indispensable alike to the existence of physical and moral purity, and still more so to the restoration of that purity where it has been extinguished by long persistence in depraved habits. There were no means of inflicting that mode of correction which must be mainly relied on here for the graver offenses, except by confining the offenders in the common cells of the prison, darkened and *wholly deprived of fresh air*, by the use of plank doors hung inside. As these cells opened directly into the common hall, where, at that time, most of the prisoners were seated during the day at their different kinds of labor, the seclusion was at best very imperfect, while the violent or turbulent had a better opportunity than at any other time for giving utterance to foul language, profanity or any abuse they might wish to heap upon their officers or fellow-prisoners. The sleeping cells were insufficiently ventilated; there were no arrangements whatever for bathing; the bedding was of such a description that any thing like cleanliness, in so much of it as came in contact with the person, was entirely out of the question; there was no provision for exercise, unless taken in a very small yard for a

few minutes on first coming out in the morning, and the diet was of a description as stimulating as that taken anywhere in our country by laboring men. But the greatest deficiency was in books. There were none in circulation, and only a few ill-chosen and worse-used volumes belonging to the prison, which were stored away in the attic."

Notes made by Judge Edmonds, on the occasion of his first visit to the Prison after his appointment, show that he immediately appreciated the situation, and then began his studies of the subject of Prison Discipline and Reform. In but little more than one year thereafter, at a public meeting in New York city, he set forth, in an elaborate address then delivered, the results of his experience and reflections. A portion is here quoted as showing the completeness of his scheme at that early day: "But this reform [*i. e.*, diminished use of the whip] though important, and promising soon to be complete, was by no means all that could be done toward reclaiming prisoners. The further reforms demanded and which would require Legislative aid, could be comprehended in two words, CLASSIFICATION and INSTRUCTION; not the imperfect classification attempted in some of the British prisons, according to the crimes committed, nor instruction confined merely to their moral and religious duties, but that which should separate the hopeful from the incorrigible, and elevate the mind and improve the understanding. Two errors prevailed in regard to prisoners. One was the harsh notion of regarding the hardened and irreclaimable as characterizing the whole class, and condemning all, for their sakes, to enduring degradation. The other was that sickly sensibility, which, because of a few distressing incidents, looked upon all as deserving of compassion only. There was a common-sense view of the matter, alike alien to both these extremes, which did not regard a prison as a place of ease, nor yet as a place devoted to purposes of torment only, but as a house of repentance, where the most hardened might be taught the useful lesson that the way of the transgressor is hard, and that virtue is sure of its reward here and hereafter. To plain common sense, a classification would readily suggest itself—into the innocent, the irreclaimable and the doubtful. Our duty to each class is widely different. To the innocent we owe it that they should be protected against the contamination of vice and, above all, against the dire necessity which oftentimes compels to crime as the only refuge from starvation. To the irreclaimable we owe it that they should be deprived of the means of preying upon society, of gratifying their vicious propensities at the expense of the virtuous and the good, and of spreading the contagion of their evil example. And while to them the way to repentance should always be open, however faint the prospect that they would ever travel it, above all things it is due to them and to humanity that vindictive punishments should never be



inflicted upon them. Vengeance belongs to the Creator, and not to mere mortal man, and can never be dealt out by us without arming for the conflict on both sides, the worst passions of our nature. The third class, however, is that which would be most deserving the regards of such a Society, not merely because it was the most numerous, but because here is to be found the germ from which, with proper cultivation, the green tree shall spring. Among such persons, external circumstances turn the scale. In low life, uneducated, neglected and destitute, they often become criminal, while in a more favorable condition of education and society they would have continued respectable, but within the influence of bad example they will be found sensual and often profligate, always selfish and self-indulging.

"To such, let a new chapter in human life be opened. When the suffering, which must follow the evil lives they have led, shall awaken in them a due sense of their fall, and of the duty which they owe to themselves and to society, let them be helped on in the path of reform, and let us, by our timely aid, convert the convicted felon into the honest man and the good citizen. To this class, particularly, let instruction be directed while in prison.

"Dr. Johnson well remarks, 'That the present occupies but little of our time; it is mostly engaged with recollections of the past and anticipations of the future.'

In a letter to an eminent penologist in Berlin, in 1846, Judge Edmonds sets forth, with great conciseness, some of the existing opinions in regard to prison discipline, and his own conclusions in regard to them. They are too striking to be withheld, and I quote them :

"The most glaring ills I found were : 1. The use of physical to the almost entire exclusion of moral means in the government of our prisons; and 2. The state of utter destitution in which the prisoners found themselves upon their discharge from confinement.

"As to the first point, I was surprised at the entire absence of moral appliances and the prevalence of great cruelty in the government of the prisons. My inquiries seemed to lead to one of two conclusions, either that this cruelty must be continued as a necessary means of preserving order and discipline, or that disorder, confusion, and the corruption of mutual contamination must result from the relaxation of that harsh usage. That, at all events, was the conclusion to which I was brought by my inquiries of all those whose experience in prison government rendered their opinions of value, and I made up my mind that it would be better far that the whole system should be broken up than that it should be sustained by barbarities that were shocking to every sensitive mind.

"This was a sad alternative and I did not believe that there was any necessity for its existence and I therefore took measures for introducing

a different system of government into our prisons. I acted upon the principle that violence would beget resistance, and kindness would beget submission, and I directed that the prison should be governed accordingly."

Judge Edmonds did not disregard the demand made upon society by the condition of the discharged prisoner to which he adverts in the foregoing extract. His services in that branch of this work will be hereafter noted. He held the office of Inspector less than two years, but in that time, in spite of the difficulties which were to be encountered, there was marked improvement in the prison. In his letter to Gov. Bouck, he thus describes the change :

"From Mrs. Farnham's two reports (one of which you will find in the report I sent you, and the other in the report of the Inspectors this year), you will form something of an idea of the extent and nature of the reforms she introduced. But you cannot fully know, unless you had personally seen it as I have, how great is the change she has wrought, as well on the condition and conduct of the prisoners as in the mode of government. She has now been there about two years, and she and her assistants have persevered in their efforts, under difficulties which would have deterred very many strong men, and I thank God that she has thus persevered, for she has, in my judgment, demonstrated the correctness of the principles I have mentioned, that kindness, truth and justice are the best means of governing the prison. In her department, the experiment has been fully tried, and has fully succeeded. In the male prison it has been only partially tried, and yet it is gratifying to know that so far as it has progressed, it has been successful."

Concurring with the above is the testimony of an eminent person, now deceased, and a student in this and all kindred subjects, who speaks as an eye-witness :

"About ten months after this [*i. e.*, after the appointment of Mrs. Farnham], I was at the prison and saw them dine. There was a white cloth upon the table; four or five volunteer waitresses served the table, and the meal was conducted with as much civility and order as is usually met with at our best hotels. I spent most of the afternoon in the prison. I did not hear a single oath or a single obscene allusion; they sang several of the Sabbath school hymns, and conversed pleasantly and intelligently."

When Judge Edmonds became an Inspector, the lash was freely used in the punishment of the refractory. It is stated in a report of the Senate Committee on State Prisons, in 1846, that, a few years before, 12,000 stripes were inflicted in a single month at Sing Sing, on 900 convicts. The death of a convict at Auburn the year previous called public attention to this matter, and it became the subject of

legislative investigation. At the request of the Senate Committee, Judge Edmonds stated his views at length, and urged a modification of the law. His letter forms a part of the report. The Senate Committee adopted the views of Judge Edmonds, and reported strongly against the practice, and proposed legislation in conformity with the views expressed in the reports. In 1849, the use of the whip among males was abolished, except in cases of insurrection, revolt and self-defense; it had been abolished among females in 1830. In the letter referred to, as in all his correspondence, the humane and philanthropic views of Judge Edmonds shine forth with surpassing clearness. Let a few words be quoted: "When I first became connected with the State Prison there was a very general looseness of discipline, arising from the kindly disposition of the keeper, and his repugnance to the severity which had for years preceded him. The consequence was great disorder among the convicts and great dilapidation in the finances. We attempted to correct that, and introduced an old and experienced keeper, instead of the one we found there, and, as a natural result, we brought back the former severity. This was very revolting to my feelings, and conflicted with my judgment as to the proper mode of government. I attempted to correct it, through the officers we then had, but was assured by them and by all whose experience rendered their opinions valuable, that that system of government was necessary; that without it the prison *must be* the scene of disorder and confusion which it was when I first became connected with it. Several months elapsed under such a *regime*, until, determined if possible to change it, we removed the keeper and substituted for him one who had been some ten years engaged as a keeper. Under him we, in a measure, reformed the evil, but only partially, the story still being 'whipping is indispensable.' To convince me that it was so, I was triumphantly referred to the uniform practice in our prisons in this State and to other prisons of the same kind elsewhere. In order to ascertain whether it was so, I visited other prisons and I read a good deal, particularly several legislative reports of investigations, and I thus had ample opportunity, from personal observation, from the experience of old officers and from the legislative inquiries, to become well acquainted with the mode of government which had ever prevailed in the prisons of this State, and I was able, in some measure, to judge of its results.

\* \* \* Under the severe rule which we had thus been instrumental in establishing, about 2,000 blows were inflicted in a month, and when you learn that the weapon is a 'cat' with six tails, you will perceive that nearly 12,000 lashes were struck upon about 900 prisoners in one month. This was horrible! A universal gloom settled upon the prison. Despair and dread were painted in every face. The most desperate efforts were made to escape from prison. The convicts seemed to be willing to

risk being shot down by the guard, rather than remain in such a horrible place. Bickerings and quarrels and ill-feeling prevailed among the officers. No kindly feeling was exhibited anywhere. If a prisoner complained that he was not well clothed, that he had not enough to eat, that his ailments were not cared for, that he was overtasked, or that he was severely whipped, the answer was always at hand, 'You were sent here to be punished,' therefore any suffering which could be inflicted upon the convicts was a matter of duty on the part of the officers. This was an extreme state of things; yet I never could discover why it was not the legitimate and inevitable product of the principle which authorized the whip as the sole means of government. And as to reforming the prisoners under such a government, the idea seemed to be preposterous. \* \* \* With the great majority of convicts, kindness, truth and justice are the most effective instruments of government. I have been astonished at the keen perception they have shown for what is just and true, and what a high regard they have for it as applied to themselves; and I have over and over again observed that where a keeper has established his character among them for being truthful and just, he could do what he pleased with his men. \* \* \*

"All this is perfectly natural. They are conscious that they owe their fall to their disregard of truth and justice, and hence the value that they now attach to them. It is hard to persuade them that *he who whips in anger is just*. But the great thing is kindness; by this I mean sympathy for their sufferings and a kindly regard for their feelings and comforts; treating them, in fine, as if they were *fellow-men*, not brutes devoid of feeling, and not mere machines to be worked all in a particular manner."

Comments or exposition cannot add to the force of Judge Edmonds' reasoning as presented in this extract, nor can words increase the effectiveness of the picture which he paints of the effect of the use of the lash.

It appears from Judge Edmonds' papers that very shortly after he became connected with Sing Sing prison, the condition and needs of convicts after their discharge attracted his attention. These were adverted to by him in one of the letters already quoted. In that letter he states that the Prison Association of New York was designed to care for this class. In the formation of this Association, Judge Edmonds took a prominent part. An appeal, signed by him as President of the Board of Inspectors of Prisons, dated November 23, 1844, appeared in the papers of New York city on the third December. A card dated the twenty-fifth of the same month, signed by many very prominent gentlemen, most of whom are now dead, appeared on the same day, calling a public meeting at the Apollo Rooms on the sixth December. In both of these papers, as well as in the circular privately distributed, the care of discharged convicts was presented as a prominent topic.

Vice-Chancellor McCoun presided at the meeting; Rev. Dr. Spring and Gen. Prosper M. Wetmore were vice-presidents; John L. O'Sullivan and John Jay were secretaries. Addresses were made by Isaac T. Hopper, Prof. Tellkamp, Rev. W. H. Channing and Judge Edmonds. The address of Judge Edmonds was carefully prepared, and embraced most of the topics pertinent to the subject of reformatory discipline, while Dr. Channing dwelt more especially upon the need that an association be organized, as he stated it: "First, to insure the *permanent establishment* of the reformatory system in our penitentiaries amidst all accidents of change in administration; and, second, to produce such a spirit of humanity and justice in the community at large as will 'lift up the hands that hang down, and, the feeble knees, and make straight paths, lest the lame be turned out of the way.'" It will be observed that Dr. Channing's first proposition contains the germ of the recent amendment of our Constitution in regard to the government of prisons. At that meeting the Prison Association of New York was formed. Its objects have been already suggested in the extracts made from Judge Edmonds' papers. They are, however, thus stated in its constitution:

"1. The amelioration of the condition of prisoners, whether detained for trial or finally convicted, or as witnesses.

"2. The improvement of prison discipline and the government of prisons, whether for cities, counties or States.

"3. The support and encouragement of reformed convicts after their discharge, by affording them the means of obtaining an honest livelihood, and sustaining them in their efforts at reform."

In this movement Judge Edmonds had the co-operation of many eminent and philanthropic men and women. But it is doing no injustice to any one to say that none were in advance of him. The drafts of the circulars calling the first meeting were in his handwriting, and so are the programmes for the first and other public meetings of the Society. The draft of the Charter is in his handwriting, and preserved among his papers.

From the day the Association was organized, to the day of his death, Judge Edmonds was its faithful friend and servant. He was a regular attendant upon the monthly meetings of the Executive Board, and Chairman of its Prison Discipline committee. The reports of that committee, drawn by him, are most effective arguments in favor of the reforms from time to time suggested by the Association, and a valuable contribution to the literature of reformatory science. Many of them are incorporated in the annual reports of the Society. Two of more recent date may here be noticed. One in the year 1870, upon the moral and financial condition of the prisons of the State, which was subsequently adopted as a memorial on behalf of the Association to the Governor,

in favor of an amendment to the Constitution, placing the State Prisons beyond the influence of partisan politics, is an unanswerable argument in favor of the idea which, at the last election, was incorporated into the fundamental law of the State by the amendment under which Mr. Pilsbury now holds his appointment. The other is a report for 1873, equally elaborate and conclusive, in favor of the adoption of "a general system which shall include all prisons, local as well as general, for the juvenile and the insane, as well as workhouses and houses of correction."

A sketch of the work of the Prison Association does not belong here. Its thirty-three years of service have culminated in the adoption of the Constitutional Amendment which secures the State Prisons from the contingencies incident to political changes; in recent laws for improvement in reformatory discipline; and in the creation of a State agency for the care of discharged convicts. Its thirty-three annual reports, which, however, contain but a part of its history, are a most important addition to the statistics and discussions bearing upon questions of reformatory science. No student can afford to pass them by.

While Judge Edmonds took part in this work in its larger aspects, he did not neglect its details. A most voluminous correspondence has been preserved, showing his care for and interest in individual cases. Both while on the bench and afterwards, when in full practice at the bar, he hunted up persons who had been discharged; he visited them at their lodgings; he advised with them; he sought out their friends; he obtained for them employment.

But Judge Edmonds was not a mere sympathizer with the suffering prisoner. He believed in the rigorous infliction of just penal sentences. This is strikingly shown in his letters to Gov. Fenton in 1868, on the pardoning power, in which he answers the various suggestions made in favor of pardons, contending that the reforms introduced within the last twenty years had excluded, as grounds of pardon, the elements of remorse, repentance and reform, while previous good character was to be considered by a jury on the trial of a cause. He insisted that the pardoning power had no place in our system of criminal jurisprudence, except to correct errors into which our courts may fall, or to provide for events occurring or brought to light after the trial and conviction of the accused. He asks, "upon what principle was it, that one, two or a few should be selected out of this large number as the exclusive recipients of this reward? Simply because the favored ones had influential friends outside who could present their cases to the Governor, while the poor unfriended and deserted ones, though just as well — nay! even more entitled to the reward, were of necessity overlooked," and he insisted "that it was just as essential that the exercise of the pardoning power

should be governed by an abiding principle as it is that any other part of the administration of justice should be so governed."

As Judge Edmonds began in this work, so he ended. The last paper from his pen, prepared early in 1874, is entitled "Points submitted by the Prison Association in conference with the Board of Prison Inspectors." The preliminary propositions are quoted here. These are stated with the precision and severe beauty which characterized everything that came from his pen.

"GENERAL PRINCIPLE. — To ameliorate, as much as possible, a government of force, and extend in its place one of justice and kindness; and to that end, consider the following topics :

I. *Classification of Prisoners.* — This cannot be carried out in full without a rebuilding of our prisons, but such attention can be paid to the subject as will do a good deal toward preventing contamination of the young by too free intercourse with the old offenders.

II. *Education.* — By establishing it as a fixed and invariable rule, that no prisoner shall leave the prisons without being able to read.

III. *Over-stent.* — (1) Adopt such arrangement as will give to all the same opportunities for this as is now enjoyed by the laborers from contractors. (2) To have it under the control of the officers, and not left to an arrangement between the contractors and the prisoner. (3) To have the time of its payment to the prisoner to be entirely under the control of the prison officers, so that the contractors shall never pay directly to the prisoner.

IV. *Commutation.* — (1) To have this, in all cases, the result of a formal and deliberate judgment, and not the result of a mere examination of the conduct and punishment reports. (2) To see if some mode may not be devised by which life prisoners may enjoy the benefit of this measure.

V. *Miscellaneous.* — (1) Seats and tables in cells. (2) Gas-light for reading in cells. (3) Bodily exercise on Sundays. (4) Such provision that no one shall be idle, especially in the female prison.

VI. *Inquiry into the condition and discipline of State prisoners in local penitentiaries.* — To have some measure devised whereby they shall be placed under the supervision of State officers."

Judge Edmonds lived long enough to be assured by events that the reforms for which he had so long contended would receive formal official sanction, and be carried out in actual practice by prison officers kindred to him in spirit and in talent. Deliberate public actions since his death have made most of these reforms legislative and administrative facts.

## ANNUAL REPORT OF THE GENERAL AGENT, A. W. SHELDON.

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*To the Executive Committee of the Prison Association of New York:*

The General Agent in behalf of the two committees which he represents, respectfully submits the following as the report of his labors in the detention and discharged prisoners' departments.

In all efforts looking towards the reformation of the prisoners they must be dealt with as individuals, and not as a class. It is impossible to treat them as a whole after they are released from imprisonment. The moment they pass the prison door they resume their individuality, and a different mode of treatment must be adopted from that pursued in prison, where the same disciplinary measures are exercised over all. It will be found necessary to deal individually with each man according to his character and capacity. So, too, in advising and counseling those who are awaiting trial; for the shrewdest criminal will, in most instances, assume an air of injured innocence, and speak of the injustice of the law which holds him rightfully within its grasp, and thus secure the sympathy of the visitor, while the less guilty and deserving will suffer in silence unless sought out. Often there are seen the most notorious criminals surrounded by a sympathizing throng, while the obscure offender—in prison for the first time, and perhaps, through no direct fault of his own—is passed by unheeded.

Those released from prisons where there is no organized system of industry, as has been true in certain penitentiaries, or even where there is but one branch of manufacturing carried on, or where each prisoner is forced into an employment for which he has no fitness, regardless of his former occupation, are not benefited in a way that will enable them to profit by what they have been taught, after their release; and, as a consequence, they are no better fitted for honest employment, and are easily led back into crime. A variety of occupations and a wise discrimination in assigning men to a particular branch of labor, would remedy many of the evils which exist in the prisons, and would be productive of good to the prisoner, not only during his term of confinement, but after his discharge.

The number who have applied for the first time for relief during the past year, at the office of the General Agent, was one thousand and thirty-one; while the whole number of applications from all sources,



including those who had been relieved on other occasions, was nearly two thousand. Large as this number is, few were turned empty-handed away, but all were aided in some manner, and in a way that seemed best suited to their requirements. Nearly all were in a destitute condition, and stood in pressing need of immediate help, few being able to provide for themselves for even a short period.

Whenever it seemed desirable and was practicable, the Association has sent the discharged man out of the city, away from temptation and his old companions, to home, friends or employment, and even when there was no definite offer of work, it has frequently been considered advisable to remove him as far as possible from all the evil influences which formerly surrounded him, believing that his chances for work were greater out of the city than in it, and the prospects of his reformation improved. Upwards of 200 during the year have been transported to various places, near and remote, and the reports which have been received, indicate that many of them are doing well, and prove the wisdom of the policy of removing the discharged prisoner from the scene of his crime to where the history of his past life and disgrace are known only to himself.

Nearly every man upon his release, or very shortly afterwards, stands greatly in need of some additional articles of clothing, as that received at the prison is wholly insufficient. Especially is this true of those discharged from some of our penitentiaries where no provision is made to furnish each prisoner with garments suitable for the season. As in past years, the Association has endeavored, as far as possible, to remedy this neglect on the part of the authorities by supplying prisoners with the required articles, which are obtained either through purchase or from contributions of cast-off clothing. During the past year, however, we have received little from the latter source, and consequently have been unable to supply the frequent demands made upon us; ninety-four, however, were supplied with garments wholly or in part. In some of the institutions we are glad to say this question of properly clothing a man upon the expiration of his sentence is receiving more attention than formerly.

Whenever a man is prevented from accepting a situation because he lacks the necessary tools, they are, when the expense is not too great, purchased by the Association. So few comparatively, however, have trades, or are able to get situations at that for which they are the best fitted and have the most knowledge, that only fifty-four men possessing trades applied to us for tools. In seasons of business depression, the workingman, when once out of employment, unless he is a skilled mechanic, finds it exceedingly difficult to obtain employment.

The following is a more condensed summary of the work done in this department for 1876:

New names entered upon register, 1,041; furnished with employment in the city, 216; furnished with employment in the country, 77; sent out of the city to home or friends, 201; provided with board and lodging, 537; supplied with clothing, 94; supplied with tools, 56; prisoners' families aided, 21, making a total of 1,202 to whom relief was extended.

The opportunities for the discharged man to enter into honest employment have been greater than they were during the previous year, though at certain seasons, the difficulties in the way of securing work of any kind, either in or out of the city, seemed almost insurmountable; and numbers, discouraged by repeated failures, have relapsed into to a life of crime. Business, so long depressed, has not sufficiently revived to furnish employment for all, and employers, in their selection of help, give preference to the man who has never committed crime. When help was difficult to obtain, and when there was work for all, character had little to do with a man's securing a situation, provided he had the capacity or the muscle to do what was required of him. Now, however, it is different, and it seems to matter little what a man's character or capacity may be, or what especial fitness he may have for the place for which he is an applicant—employers are in need of no additional help—and the honest man who is in search of work fares but little better than the discharged convict.

Persons confined in the several detention prisons of this city have been carefully looked after and their interests faithfully guarded. The General Agent has endeavored to see all who were at all likely to require his services, either in the prison or in the courts, and few, if any, have been disposed of without having an opportunity to see and converse with him if they desired. The field is so extended and the work so great, the opportunities for doing good are so numerous, and the number requiring aid is so large, that the work performed by any one individual must seem small when compared with what remains unaccomplished. It was said by a deceased judge that every man in the "Tombs" required the unremitting attention and constant watchfulness of a lawyer and a minister, and that he was never for a moment safe unless one or the other was by his side. While this is not true in all respects, certain it is that few get into our prisons who do not need counsel and guidance as to the proper course for them to pursue.

Among the many of both sexes will be found some hopeful cases, who will derive the greatest good from efforts exerted in their behalf; to this class the Agent's time has been mainly devoted. In the boys' department of the prison there are usually from ten to thirty inmates whose ages range from seven to fifteen years.

